VIII. CHALLENGE 8--FACILITIES

A. Goals

The goals of the Bureau's outdoor recreation facility program are to:

1. Promote the protection of outdoor recreation and other resources resulting from impacts associated with the use of Public Lands for recreation.

2. Provide recreational facilities needed for the visitor's use and enjoyment of the Public Lands.

3. Provide a healthy and safe place to recreate.

4. Foster public support for the continued management of the Public Lands according to the concept of multiple-use and sustained yield and portray a positive and professional image of the BLM.

B. Issues

In order for BLM to meet its overall goals of making Public Lands available for a diversity of resource-dependent recreation opportunities while protecting natural resource values, the agency must be willing to invest funds and personnel into the development and maintenance of recreational facilities. Not only do many visitors need facilities to access and/or enjoy the Public Lands, facilities are often employed as a management tool to direct human use to locations which can withstand the impact of large numbers of visitors. Resources on which a recreation attraction are based are often subject to damage if allowed to be over used. Facilities act to draw visitors to better suited locations. Recreation facilities can also enhance the visitor's experience by providing familiar surroundings to what would otherwise be an unfamiliar and/or uncomfortable outdoor experience. The spectrum of opportunities the Bureau is attempting to meet includes those opportunities provided by recreation facilities.

Because the outdoor recreation program offers the greatest potential to "sell" BLM to the general public, the condition of developed recreation-related facilities, including recreation sites, roads, and trails, is critical in fostering a positive image for the agency and gaining public acceptance for the management of the Public Lands under the multiple-use philosophy. Nothing the agency can do will have a greater impact on the direction of public confidence in BLM management. All facilities must be maintained in a manner which protects the

public investment, provides for the public health, safety and welfare, and fosters pride of public ownership. The current condition of many BLM recreation facilities is unacceptable. Major repairs and/or reconstruction are needed at many sites. It is clear the Bureau has not been able to do an adequate job in maintaining its developed facilities and has allowed a considerable public investment to deteriorate.

The entire BLM recreation investment in facilities is in need of a comprehensive evaluation to determine if: 1) facilities meet current visitor and management needs; 2) facilities will meet future recreation demands; 3) facilities meet management objectives for resource protection, and; 4) in lieu of BLM standards, facilities meet maintenance standards established for similar developments operated by other agencies. It is critical that facilities which fail to meet one or more of these concerns be brought into compliance or cease to be part of the BLM Recreation Management Program. If BLM is to achieve its recreation management goals, it cannot afford to continue operating sub-par recreation facilities.

C. Management Objectives

1. Management Objective: The BLM will assess its need and ability to operate and maintain existing recreation sites and related facilities.

2. Management Objective: The BLM will assess the status and condition of existing recreation access roads and trails and develop a strategy for repair and maintenance commensurate with planning decisions and public use.

3. Management Objective: The BLM will assure that all future recreation-related facility investments will be in accordance with established BLM recreation construction and maintenance policies and land use planning decisions.

4. Management Objective: BLM will assess the status and condition of existing recreation sites to determine which should continue to be managed, which should be redesigned and reconstructed, or expanded, and which should be transferred, closed, or removed.

D. Implementation Actions

(a) Action Item (82): Conduct a "zero-based" recreation maintenance program evaluation that revisits and expands on the FY 1986 survey to

include an inventory of all existing facilities and a recreation site ranking/rating system.

Responsibility: WO 730, SD, DM
Time Frame: On-going

(b) Action Item (83): Continue to support the process that is under development for identifying a critical level of funding for maintenance of BLM facilities.

Responsibility: WO 730, 880
Time Frame: On-going

(c) Action Item (84): Draft a strategy for promoting BLM maintenance and construction of appropriate recreation facilities and submit to Secretary as part of transition materials.

Responsibility: WO 880, 730, 340
Time Frame: FY 1989

(d) Action Item (85): Establish criteria for facility maintenance. Include maintenance criteria in all funding proposals.

Responsibility: WO 730, 880, 340
Time Frame: FY 1990

(e) Action Item (86): Conduct an evaluation of recreation roads and trails and develop cost data for repair, redevelopment, or reconstruction to meet BLM standards (when standards are established). See action #90 below.

Responsibility: SD
Time Frame: FY 1993

(f) Action Item (87): Consistently apply the Bureau's criteria developed for facility construction to all recreation construction funding proposals.

Responsibility: WO 730, 880, 340
Time Frame: FY 1990

(g) Action Item (88): In order to take advantage of funding opportunities for recreation projects, each State Office will maintain a priority list of planned "ready to go" repair and resource protection projects which meet management objectives. Plans should include an identification of completed phases, current phases, and funding schedules. All accompanying clearance and support work will be completed in advance and will be included as part of the project package.

Responsibility: SD
Time Frame: FY 1993

(h) Action Item (89): Compile supporting data and develop a budget request through the PYBP process for recreation maintenance and construction.

Responsibility: SD, WO 730, 880
Time Frame: FY 1991

(i) Action Item (90): Develop Bureauwide operation and maintenance standards for recreation sites managed by the agency.

Responsibility: WO 730
Time Frame: On-going

(j) Action Item (91): Initiate an evaluation of all BLM recreation facilities to: 1) determine the cost of annual maintenance; 2) assess their condition in relation to established maintenance standards (see Action #87 above); 3) determine if they continue to meet recreation program objectives; 4) evaluate their potential for generating income and increasing receipts, and; 5) determine the feasibility of adding amenities to meet LWCF standards that allow fee collection. Facilities found to meet recreation management/resource protection objectives but fail to meet BLM maintenance and operation standards will be brought up into compliance within 5 years or they will be closed.

Responsibility: WO 730, SD, DM
Time Frame: FY 1991

IX. CHALLENGE 9--PERMITS, FEES, AND CONCESSIONS

A. Goals

The goals of the Bureau's permits, fees, and concessions effort are to:

1. Ensure that the public is provided a full range of outdoor recreation opportunities.

2. Provide a mechanism for that segment of the recreating public that uses selected facilities, areas, and services found on the Public Lands to contribute directly to the operation and maintenance of those same facilities, areas and services.

3. Assist in the management and protection of limited natural resources and outdoor recreation opportunities by controlling recreation use.

4. Encourage private sector involvement in providing recreation opportunities and services to the public. Also see PARTNERSHIPS above.

5. Protect public health and safety and reduce conflicts among recreation users and other users of the Public Lands.

B. Issues

The BLM is concentrating a considerable amount of resources on the implementation of its Special Recreation Permit Policy (SRP). However, opportunities exist for the Bureau to strengthen the program to protect and manage resource values more effectively and recover fair market value for the use of the Public Lands. Although many of these opportunities, such as SRP form modifications, development of essential handbooks/manual guidance, and providing needed training, require only internal procedural changes, some critical elements hinge on legislative changes. The BLM, along with other Federal recreation management agencies, must recommend and/or support long-needed amendments to the Land and Water Conservation Fund Act to bring its policies up-to-date to deal with current situations and problems confronting all Federal recreation providers. Additionally, the BLM must implement a recreation concession policy to encourage private investment to expand the range of outdoor recreation opportunities available to the public.

C. Management Objectives

1. Management Objective: The BLM will continue to use the Special Recreation Permit Program to manage visitor use on the Public Lands to protect resource values, reduce use conflicts, and provide increased opportunities for safe and enjoyable recreation experiences.

2. Management Objective: The BLM will seek to recover the fair market value from commercial recreation permittees, concessionaires, and sponsors of events for use of the Public Lands.

3. Management Objective: The BLM will implement user fees at developed sites subject to criteria of the LWCF and consistent with fees being charged by other land management agencies and the private sector.

4. Management Objective: The BLM will continually analyze the Special Recreation Permit Program and collection of fees to strengthen the program and charge appropriate user fees. While prohibitions on the use of volunteer assistance for the collection of fees have been relaxed, the BLM would support legislation which would remove current bonding requirements.

D. Implementation Actions

(a) Action Item (92): Review, revise, and/or update Special Recreation Permit policy, regulations, manuals, and handbooks regarding fee waivers, permit procedures (including permit forms and terms), insurance requirements, fee structure, and interagency consistency. Priority will be given to completing: 1) SRP manual/handbooks for competitive, non-competitive, non-commercial and other special area events; 2) commercial SRP handbook, and; 3) concessions and vendor policies. Coordinate with the National Park Service, U.S. Forest Service and U.S. Fish and Wildlife Service.

Responsibility: WO 340
Time Frame: FY 1993

(b) Action Item (93): Pursue amendments to the Federal Tort Claims Act (FTCA) and State statutes pertaining to "Permission to enter lands for recreational purposes" involving the issuance of Special Recreation Permits. The focus of such amendments should be to

reduce liability to the Federal government when a person or party is invited onto Public Land by issuance of a recreation permit.

Responsibility: WO 340, 140, 150
Time Frame: FY 1996

(c) Action Item (94): Establish a special Task Force composed of BLM, other Federal, State and local governmental agencies, and the private sector to seek solutions to insurance problems associated with the issuance of Special Recreation Permits.

Responsibility: WO 340
Time Frame: FY 1997

(d) Action Item (95): Develop interim guidance on a systematic approach to encouraging partnership agreements with nonprofit users, conservation groups, and other land managing agencies, to aid field offices in more effectively using existing authorities to carry out recreation programs.

Responsibility: WO 703, 340
Time Frame: FY 1992

(e) Action Item (96): Develop regulations and manual direction (subject to criteria of the LWCFA) for the full implementation and collection of user fees at developed sites. Also include guidance on fee level criteria, collection criteria/procedures, and clarify when fee collection is appropriate.

Responsibility: WO 340, 880
Time Frame: FY 1992

(f) Action Item (97): Develop regulations and manual guidance that will give BLM managers flexibility to waive permit requirements and fees for certain competitive events staged by nonprofit groups where: 1) the degree of risk to the public is low and the amount of revenue to the U.S. Government is less than the cost to process the permit; or 2) a cooperative management agreement stipulates that another entity will assume BLM responsibility to regulate the event, but will name

the U.S. Government as "additional insured."

Responsibility: WO 340
Time Frame: FY 1992

(g) Action Item (98): Establish policy for allocation of all recreation fees through the 4830 subactivity.

Responsibility: WO 880, 340
Time Frame: FY 1990

(h) Action Item (99): Consider amendments to the LWCFA that will allow increased revenue generation. Recommended amendments include allowing the BLM to charge entrance fees at certain locations, establish user fees for overnight use of developed recreational sites regardless of whether water is provided, eliminating bonding requirements for volunteers involved in fee collection. Also see discussion under VOLUNTEERS.

Responsibility: WO 340, 140, 703, 880, 150
Time Frame: FY 1995

(i) Action Item (100): Monitor fee collections in areas using volunteers to determine amounts collected, number of permits issued, cost of using volunteers, and problems (if any). Provide documentation to WO. Information will be used to support amendments to current laws requiring bonding of volunteers involved in fee collection activities.

Responsibility: WO 703, 340, 880
Time Frame: FY 1991

APPENDIX A

Potential Marketing Concepts for Recreation Budget Strategy

The following list of marketing concepts is offered to serve as a catalyst for creative thinking. Because each potential customer has a different perspective on the role of BLM's Recreation Management Program, a concept that works for one customer may not work for another. Those most familiar with the agency's program may find the entire list inappropriate. However, this list is not designed to sell the Recreation Management Program to BLM recreation staffs. Rather, it is designed to get the Bureau's foot in the door with potential customers. Once successful, we can then begin to market our entire program.

1. BLM Recreation Management Program Complements other Federal recreation providers.

   o BLM offers a different type of recreation experience: less confined, less crowded, and less restricted.

   o BLM serves a different recreation consumer since intensive park/forest experience is not sought by all recreationists. Recreation does not have to be only facility based.

   o BLM's multiple-use lands have a greater potential to accommodate future recreation demands. Instead of creating additional parks to handle increasing visitation, Public Lands could be used and BLM's recreation program would be enhanced.

2. Room to Roam in the Grandeur of the West

   o BLM's mission allows a less regimented, controlled and structured approach to recreation. There is "room to roam" and freedom to enjoy the lands and resources under BLM administration. Encourage responsible use.

   o The vastness of the public lands, and the spectacular and unique scenery and resources they offer, provide endless opportunities for solitude and escape, both in a wilderness setting and in areas without the limitations of formal Wilderness designation.

   o To publics in the Eastern U.S. and foreign countries, the public lands are still the "wild west"; extremely different from anything they are familiar with. Sell the romance and uniqueness of the West. Also, all Americans need to

feel ownership for these areas and believe that it is worth their tax dollars to manage and protect them.

3. Experts in Management of Arid Environments

o BLM is the expert in managing the low deserts, sagebrush and rangelands, and arctic environments. In marketing BLM's recreation program, don't try to compete with the image of the Forest Service as "high mountain country" and forest experts.

o BLM excels at managing certain types of recreation, especially off-highway vehicles, rivers , and trails.

4. Recreation on BLM Lands is the Wave of the Future

o "Urban interface" of BLM lands will bring increasing pressures on the recreation program.

o Develop "wave of the future" concept further using available trend data as recommended above.

5. Capitalize on Diversity

o BLM offers the widest variety of recreational opportunities of any federal agency. Develop the concept around the theme that BLM is "America's General (or Country) Store for Outdoor Recreation"

o Focus on active recreation activities. Foster the image of the Public Lands as a source of "Unlimited Outdoor Adventure."

APPENDIX B
Summary of Implementation Actions for RECREATION 2000:A STRATEGIC PLAN

Action #	Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
	BUDGET/MARKETING STRATEGY												
a (1)	Develop data base of key recreation statistics, operations and maintenance costs, and document use trends		X	→	→	→	→	→	→	→	→	→	→
b (2)	Prepare annual estimates of additional funding requirements	X	→	→	→	→	→	→	→	→	→	→	→
c (3)	Promote proper reporting of units in FMS	X	→	→	→	→	→	→	→	→	→	→	→
d (4)	Identify basic operations and maintenance costs for each recreation management area	X	→	→	→	→	→	→	→	→	→	→	→
e (5)	Prepare annual funding estimates of additional funding requirements	X	→	→	→	→	→	→	→	→	→	→	→
f (6)	Review SD supplementary guidance and land-use plans to identify cumulative impacts			X	→	→	→	→	→	→	→	→	→
g (7)	Identify shifts in State MLR budgets to meet basic SRMA management needs				X	→	→	→	→	→	→	→	→
h (8)	Provide training to enhance strategic and estimating skills		X	→	→	→	→	→	→	→	→	→	→
i (9)	Develop strategy to improve linkage between RMP decisions and PYRP		X										
j (10)	Develop mechanisms to improve consistency between States for PYRP process		X										
k (11)	Develop strategy to improve coordination of funding allocations between recreation management and other supporting programs				X								

Action #		Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
l	(12)	Establish clear priorities and criteria for allocation of recreation funding among States to ensure important workloads are funded		X										
m	(13)	Link AMP priorities set by WO and requests from field offices to planning decisions		X---------->										
n	(14)	Conduct analysis of impediments to implementing RECREATION 2000		X										
o	(15)	Develop marketing plan to "sell" BLM's recreation product to external audiences		X										
p	(16)	Develop strategy for increasing awareness and understanding of BLM's recreation program		X										
q	(17)	Clarify term "public land" as it applies to BLM administered lands	O											
		VISITOR INFORMATION/INTERPRETATION												
a	(18)	Priority funding to increase on-the-ground presence				X								
b	(19)	Improve BLM visibility and professional image by fully implementing BLM uniform policy and establishing clearly identifiable vehicle fleet		X---------->										
c	(20)	Analyze training needs/establish performance standards for VS & interpretative personnel				X								
d	(21)	Provide training for all BLM employees in interpretation and visitor services			X---------->									
e	(22)	Develop cooperative training agreement with other Federal land management agencies					X							
f	(23)	Facilitate internal/external communications	O---------->											
g	(24)	Develop comprehensive course/meeting list/ training opportunities catalog			X---------->									

Action #	Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
h (25)	Coordinate with OPM, other Federal agencies, and professional organizations to develop a professional job series for recreation specialists			0									
i (26)	Develop minimum BLM-wide standards for interpretation/VS programs						X						
j (27)	Develop comprehensive recreation/VS publication plan			0									
k (28)	Work DOI PAO to revise departmental manual requirements regarding publications, exhibits, displays, and media productions		X										
l (29)	Work closely with professional interpretive organizations				X----------	----------	----------	----------	----------	----------	----------	----------	---------->
m (30)	Membership in cooperating associations				X								
n (31)	Catalogue of publications, videos, maps, and displays, etc.						X----------	----------	----------	----------	----------	----------	---------->
o (32)	Develop nation-wide plan to reach out to the public. Establish separate function in BLM PAO to coordinate				X								
p (33)	Develop/interpret multiple-use demonstration areas in appropriate Districts							X----------	----------	----------	----------	----------	---------->
q (34)	Districts will develop public outreach plan to identify significant resources and encourage protection/ discourage vandalism					X							
r (35)	Expand California Desert Information Outpost System Bureau-wide				X----------	----------	----------	----------	----------	----------	----------	----------	---------->
s (36)	Improve after-hours communication with the public			X----------	----------	----------	----------	----------	----------	----------	----------	----------	---------->
t (37)	Develop series of color posters discussing multiple-use programs managed by BLM						X						

Action #	Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
u (38)	Work with private sector to incorporate recreational opportunities found on BLM into nation-wide computer access information system						X	----------	----------	----------	----------	----------	---------->
v (39)	Intensify contacts with State government to coordinate visitor information services of BLM with State programs			X	----------	----------	----------	----------	----------	----------	----------	----------	---------->
w (40)	Identify opportunities for better public recognition and support of BLM recreation program			X									
x (41)	Implement a coordinated Bureau-wide signing program to identify Public Lands	O	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------	---------->
y (42)	Review and revise informational and interpretive sign and display guidance	O	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------	---------->
z (43)	Establish visitor infomation distribution centers at each District Office				X								
	RESOURCE PROTECTION/MONITORING												
a (44)	Assess SRMA's with regard to potential increases in level of on-the-ground management presence		X										
b (45)	Review and revise signing standards for construction, maintenance, and operation	O											
c (46)	Provide expanded training opportunities in resource protection and monitoring						X	----------	----------	----------	----------	----------	---------->
d (47)	Develop monitoring guidelines based upon management objectives established in land-use plans				X								
e (48)	Utilize methods identified in Draft Recreation Inventory Handbook		X	----------	----------	----------	----------	----------	----------	----------	----------	----------	---------->
f (49)	Expand resource protection capability with emphasis on visitor services/interpretive training					X	----------	----------	----------	----------	----------	----------	---------->

Action #	Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
g (50)	Develop MOU's with other Federal agencies, State and local government, and private entities to expand monitoring capability	O----------											---------->
	LAND OWNERSHIP AND ACCESS ADJUSTMENT												
a (51)	Assess existing State programs to reposition or consolidate Public Land ownership patterns and develop strategies to facilitate coordinated land exchange initiative									X			---------->
b (52)	Determine comprehensive easement access needs for all subactivities	O----------											---------->
c (53)	Assess existing State access programs and develop alternative strategies/programs to easement purchase							X					
d (54)	Develop educational materials to inform public about BLM access acquisition efforts and need for sensitivity and responsible use of access across private land						X						
e (55)	Include in PAMP Directives annual State Office land exchange caseload targets which support recreation objectives									X			---------->
f (56)	Develop strategy for promoting active BLM participation in LWCF land acquisition program	X											
g (57)	Compile supporting data and develop budget requests through PYBP for land acquisition funding			X									---------->
h (58)	Pursue State/private exchange opportunities in accordance with planning decisions						X						---------->
	PARTNERSHIPS												
a (59)	Develop awareness effort on BLM partnership opportunities							X					

Action #		Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
b	(60)	Develop partnership handbook						X						
c	(61)	Develop publication on partnership program								X				
d	(62)	Ensure partnership opportunities are considered in all planning activities					X→							
e	(63)	Establish Partnership Award to recognize cooperative efforts not now covered in existing Volunteer Awards program				X								
f	(64)	Sponsor national symposium to explore Public Lands recreation programs and opportunities			X									
g	(65)	Participate with State government re: development of State Comprehensive Outdoor Recreation Plans				X→								
h	(66)	Ensure proper credit/recognition is given to BLM for participation in cooperative efforts and official actions	X→											
		TOURISM PROGRAMS												
a	(67)	Develop list of events/recreation opportunities			X→									
b	(68)	Contribute articles/information to tourism publications			X→									
c	(69)	Actively work with State tourism councils				X→								
d	(70)	Participate with local convention authorities, chambers of commerce, and communities in promoting tourism potential of the Public Lands				X→								
		VOLUNTEERS												
a	(71)	Establish State-wide goals for volunteer program						X						
b	(72)	Establish full-time volunteer coordinator positions					X							

Action #	Description/Summary	Fiscal Year* 89	90	91	92	93	94	95	96	97	98	99	00
c (73)	Develop information channels to disperse information on volunteer program							X					
d (74)	Develop State-wide list of volunteer groups/ organizations						X						
e (75)	Develop national volunteer recruitment campaign						X						
f (76)	Develop handbook for volunteer program							X					
g (77)	Encourage agency sponsorship of volunteer projects				X	----	----	----	----	----	----	----	→
h (78)	Assist constituency groups in drafting changes in legislation re: bonding of volunteers								X				
i (79)	Develop information on volunteer program				X	----	----	----	----	----	----	----	→
j (80)	Incorporate improvements into facilities to accommodate potential use by volunteer campground hosts					X	----	----	----	----	----	----	→
k (81)	Use volunteers to expand resource protection capability in SRMA's							X	----	----	----	----	→
	FACILITIES												
a (82)	Conduct an evaluation of recreation maintenance program	O	----	----	----	----	----	----	----	----	----	----	→
b (83)	Continue support of effort to secure additional funding for maintenance of facilities	O	----	----	----	----	----	----	----	----	----	----	→
c (84)	Draft strategy for promoting BLM maintenance and construction of appropriate recreation facilities and submit to Secretary as a transition issue	X											
d (85)	Establish criteria for facility maintenance		X										
e (86)	Conduct an evaluation of recreation roads and trails					X	----	----	----	----	----	----	→

Action #		Description/Summary	89	90	91	92	93	94	95	96	97	98	99	00
			Fiscal Year*											
f	(87)	Consistently apply the Bureau's criteria for facility construction to all recreation construction funding proposals		X---------->										
g	(88)	Maintain a list of "ready to go" repair and resource protection projection which meet management objectives					X---------->							
h	(89)	Compile supporting data and develop budget requests through the PYRP process for recreation maintenance and construction			X---------->									
i	(90)	Develop BLM-wide standards for operation and maintenance of recreation facilities	O											
j	(91)	Conduct an comprehensive evaluation of all BLM recreation/related facilities. Within 5 years close facilities which cannot be brought up to agency maintenance and operation standards			X									
		PERMITS, FEES, AND CONCESSIONS												
a	(92)	Review and revise all aspects of SRP program				X								
b	(93)	Pursue amendment to Federal Tort Claims Act								X				
c	(94)	Seek solutions to liability insurance problem									X			
d	(95)	Develop/revise administrative guidance for SRP manual/handbooks on competitive events, commercial SRP's, and vender and concessions policy				X								
e	(96)	Develop regulations/manual direction to improve fee collection				X								
f	(97)	Develop regulations and manual guidance to provide flexibility to waive certain permit requirements when specific conditions are met				X								

Action #	Description/Summary	Fiscal Year*											
		89	90	91	92	93	94	95	96	97	98	99	00
g (98)	Establish policy for allocation of all recreation fees through 4830 subactivity		X										
h (99)	Consider amendments to LWCF to allow increased revenue generation from sites which currently do not meet fee criteria, allow BLM to charge entry fees, and remove bonding requirements for volunteers who collect recreation fees							X					
i (100)	Monitor fee collections in areas using volunteers to determine if current bonding requirements for volunteers should be amended			X---------->									

* An "Y" indicates the fiscal year a listed Action is to be initiated. An "O" indicates an On-going Action initiated prior to FY 1989. An X/O with an arrow (-->) indicates both the proposed start time and the duration of the action. Arrows reaching FY 2000 indicate an Action that will become part of BLM's on-going Recreation Management Program/related program.

APPENDIX C
Summary of Implementation Actions
by
Office(s) With Primary Implementation Responsibility

Action	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
	BUDGET/MARKETING STRATEGY		
a (1)	Develop data base of key recreation statistics, operations and maintenance costs, and document use trends	FY 1990	WO 340, 880, SD, DM, AM
b (2)	Prepare annual estimates of additional funding requirements	FY 1989	WO 880, 340
c (3)	Promote proper reporting of units in FMS	FY 1989	WO 880
d (4)	Identify basic operations and maintenance costs for each recreation management area	FY 1989	WO 730, 340, SD, DM
e (5)	Prepare annual funding estimates of additional funding requirements	FY 1989	WO 880, 340
f (6)	Review SD supplementary guidance and land-use plans to identify cumulative impacts	FY 1991	SD
g (7)	Identify shifts in State NLR budgets to meet basic SCORA management needs	FY 1992	SD
h (8)	Provide training to enhance strategic and estimating skills	FY 1990	WO 880, 340, PTC, SD
i (9)	Develop strategy to improve linkage between RMP decisions and PTBP	FY 1990	WO 880, 760, SD, DM, AM
j (10)	Develop mechanisms to improve consistency between States for PTBP process	FY 1990	WO 880, 340, SD

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
k (11)	Develop strategy to improve coordination of funding allocations between recreation management and other supporting programs	FY 1992	WO 880, 340, 730, 711, SD, DM, AM
l (12)	Establish clear priorities and criteria for allocation of recreation funding among States to ensure important workloads are funded	FY 1990	WO 340, SD
m (13)	Link AMP priorities set by WO and requests from field offices to planning decisions	FY 1990	WO 760, 880, 340, SD, DM, AM
n (14)	Conduct analysis of impediments to implementing RECREATION 2000	FY 1990	WO 840
o (15)	Develop marketing plan to "sell" BLM's recreation product to external audiences	FY 1990	WO 340
p (16)	Develop strategy for increasing awareness and understanding of BLM's recreation program	FY 1990	WO 880, 110, 340, SD
q (17)	Clarify term "public land" as it applies to BLM administered lands	On-going	WO 200, SD
	VISITOR INFORMATION/INTERPRETATION		
a (18)	Priority funding to increase on-the-ground presence	FY 1992	SD, DM, AM
b (19)	Improve BLM visibility and professional image by fully implementing BLM uniform policy and establishing clearly identifiable vehicle fleet	FY 1990	SD, DM, AM
c (20)	Analyze training needs/establish performance standards for VS & interpretative personnel	FY 1992	WO 340, 110, SD, PTC
d (21)	Provide training for all BLM employees in interpretation and visitor services	FY 1991	WO 340, PTC, SD, DM, AM
e (22)	Develop cooperative training agreement with other Federal land management agencies	FY 1993	WO 340, SD, DM
f (23)	Facilitate internal/external communications	On-going	WO 110

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
g (24)	Develop comprehensive course/meeting list/ training opportunities catalog	FY 1991	FTC, WO 340
h (25)	Coordinate with OPM, other Federal agencies, and professional organizations to develop a professional job series for recreation specialists	On-going	WO 830, 340
i (26)	Develop minimum BLM-wide standards for interpretation/VS programs	FY 1992	WO 340, SD, DM, AM
j (27)	Develop comprehensive recreation/VS publication plan	On-going	Field Committee, WO 850, 130, 340
k (28)	Work DOI PAO to revise departmental manual requirements regarding publications, exhibits, displays, and media productions	FY 1990	WO 130
l (29)	Work closely with professional interpretive organizations	FY 1992	WO 340
m (30)	Membership in cooperating associations	FY 1992	SD, DM, AM
n (31)	Catalogue of publications, videos, maps, and displays, etc.	FY 1994	WO 130, 340
o (32)	Develop nation-wide plan to reach out to the public. Establish separate function in BLM PAO to coordinate	FY 1992	WO 130
p (33)	Develop/interpret multiple-use demonstration areas in appropriate Districts	FY 1995	SD, DM, AM
q (34)	Districts will develop public outreach plan to identify significant resources and encourage protection/ discourage vandalism	FY 1993	SD, DM, AM
r (35)	Expand California Desert Information Outpost System Bureau-wide	FY 1992	WO 340, 850, SD, DM, AM
s (36)	Improve after-hours communication with the public	FY 1991	SD
t (37)	Develop series of color posters discussing multiple-use programs managed by BLM	FY 1994	WO 340, 850, 130

Action	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
u (38)	Work with private sector to incorporate recreational opportunities found on BLM into nation-wide computer access information system	FY 1994	WO 340
v (39)	Intensify contacts with State government to coordinate visitor information services of BLM with State programs	FY 1991	SD
w (40)	Identify opportunities for better public recognition and support of BLM recreation program	FY 1991	SD, DM, AM
x (41)	Implement a coordinated Bureau-wide signing program to identify Public Lands	On-going	WO 850, 340, 730, 320
y (42)	Review and revise informational and interpretive sign and display guidance	On-going	WO 850, 340, 130, 320
z (43)	Establish visitor infomation distribution centers at each District Office	FY 1992	DM, AM
	RESOURCE PROTECTION/MONITORING		
a (44)	Assess SRMA's with regard to potential increases in level of on-the-ground management presence	FY 1990	SD, DM, AM
b (45)	Review and revise signing standards for construction, maintenance, and operation	On-going	WO 730, 340, 850
c (46)	Provide expanded training opportunities in resource protection and monitoring	FY 1994	SD, DM, AM
d (47)	Develop monitoring guidelines based upon management objectives established in land-use plans	FY 1992	WO 340, 760
e (48)	Utilize methods identified in Draft Recreation Inventory Handbook	FY 1990	WO 730, SD, DM, AM
f (49)	Expand resource protection capability with emphasis on visitor services/interpretive training	FY 1993	WO 711, 340, PTC

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
g (50)	Develop MOU's with other Federal agencies, State and local government, and private entities to expand monitoring capability	On-going	WO 711, SD, DM
	LAND OWNERSHIP AND ACCESS ADJUSTMENT		
a (51)	Assess existing State programs to reposition or consolidate Public Land ownership patterns and develop strategies to facilitate coordinated land exchange initiative	FY 1997	SD, DM
b (52)	Determine comprehensive easement access needs for all subactivities	On-going	SD, DM, AM
c (53)	Assess existing State access programs and develop alternative strategies/programs to easement purchase	FY 1995	SD, DM, AM
d (54)	Develop educational materials to inform public about BLM access acquisition efforts and need for sensitivity and responsible use of access across private land	FY 1994	WO 320, 850, 130, SD, DM, AM
e (55)	Include in PAMP Directives annual State Office land exchange caseload targets which support recreation objectives	FY 1997	WO 320, 330, 340, 880, SD, DM, AM
f (56)	Develop strategy for promoting active BLM participation in LWCF land acquisition program	FY 1989	WO 880, 320, SD
g (57)	Compile supporting data and develop budget requests through PYBP for land acquisition funding	FY 1991	SD, 330, 880
h (58)	Pursue State/private exchange opportunities in accordance with planning decisions	FY 1994	SD, DM
	PARTNERSHIPS		
a (59)	Develop awareness effort on BLM partnership opportunities	FY 1995	WO 340, 130, SD
b (60)	Develop partnership handbook	FY 1995	WO 340, 703

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
c (61)	Develop publication on partnership program	FY 1996	WO 703, 130, 340, 850
d (62)	Ensure partnership opportunities are considered in all planning activities	FY 1993	SD, DM, AM
e (63)	Establish Partnership Award to recognize cooperative efforts not now covered in existing Volunteer Awards program	FY 1992	WO 703
f (64)	Sponsor national symposium to explore Public Lands recreation programs and opportunities	FY 1991	WO 340
g (65)	Participate with State government re: development of State Comprehensive Outdoor Recreation Plans	FY 1992	SD
h (66)	Ensure proper credit/recognition is given to BLM for participation in cooperative efforts and official actions	FY 1990	SD, DM, AM
	TOURISM PROGRAMS		
a (67)	Develop list of events/recreation opportunities	FY 1991	SD, WO 340
b (68)	Contribute articles/information to tourism publications	FY 1991	SD, DM
c (69)	Actively work with State tourism councils	FY 1992	SD
d (70)	Participate with local convention authorities, chambers of commerce, and communities in promoting tourism potential of the Public Lands	FY 1992	SD, DM, AM
	VOLUNTEERS		
a (71)	Establish State-wide goals for volunteer program	FY 1994	SD
b (72)	Establish full-time volunteer coordinator positions	FY 1993	SD, DM
c (73)	Develop information channels to disperse information on volunteer program	FY 1995	WO 703, SD

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
d (74)	Develop State-wide list of volunteer groups/ organizations	FY 1993	SD
e (75)	Develop national volunteer recruitment campaign	FY 1994	WO 703, 130, 340, SD
f (76)	Develop handbook for volunteer program	FY 1995	WO 703, 340, SD
g (77)	Encourage agency sponsorship of volunteer projects	FY 1992	SD, DM, AM
h (78)	Assist constituency groups in drafting changes in legislation re: bonding of volunteers	FY 1996	WO 703, 340, 140, 150
i (79)	Develop information on volunteer program	FY 1992	WO 340, 703, SD, DM, AM
j (80)	Incorporate improvements into facilities to accommodate potential use by volunteer campground hosts	FY 1993	WO 730, 340, SD, DM
k (81)	Use volunteers to expand resource protection capability in SRMA's	FY 1995	WO 340, 703, SD, DM, AM
	FACILITIES		
a (82)	Conduct an evaluation of recreation maintenance program	On-going	WO 730, SD, DM
b (83)	Continue support of effort to secure additional funding for maintenance of facilities	On-going	WO 730, 880
c (84)	Draft strategy for promoting BLM maintenance and construction of appropriate recreation facilities and submit to Secretary as a transition issue	FY 1989	WO 880, 730, 340
d (85)	Establish criteria for facility maintenance	FY 1990	WO 730, 880, 340
e (86)	Conduct an evaluation of recreation roads and trails	FY 1993	SD
f (87)	Consistently apply the Bureau's criteria for facility construction to all recreation construction funding proposals	FY 1990	WO 730, 880, 340

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
g (88)	Maintain a list of "ready to go" repair and resource protection projection which meet management objectives	FY 1993	SD
h (89)	Compile supporting data and develop budget requests through the FYDP process for recreation maintenance and construction	FY 1991	SD, WO 730, 880
i (90)	Develop BLM-wide standards for operation and maintenance of recreation facilities	On-going	WO 730
j (91)	Conduct an comprehensive evaluation of all BLM recreation/related facilities. Within 5 years close facilities which cannot be brought up to agency maintenance and operation standards	FY 1991	WO 730, SD, DM
	PERMITS,FEES, AND CONCESSIONS		
a (92)	Review and revise all aspects of SRP program	FY 1993	WO 340
b (93)	Pursue amendment to Federal Tort Claims Act	FY 1996	WO 340, 140, 150
c (94)	Seek solutions to liability insurance problem	FY 1997	WO 340
d (95)	Develop/revise administrative guidance for SRP manual/handbooks on competitive events, commercial SRP's, and vender and concessions policy	FY 1992	WO 703, 340
e (96)	Develop regulations/manual direction to improve fee collection	FY 1992	WO 340, 880
f (97)	Develop regulations and manual guidance to provide flexibility to waive certain permit requirements when specific conditions are met	FY 1992	WO 340
g (98)	Establish policy for allocation of all recreation fees through 4830 subactivity	FY 1990	WO 880, 340

Action #	Description/Summary	Time Frame	Office(s) with Primary Responsibility for Implementation
h (99)	Consider amendments to LWCF to allow increased revenue generation from sites which currently do not meet fee criteria, allow BLM to charge entry fees, and remove bonding requirements for volunteers who collect recreation fees	FY 1995	WO 340, 140, 703, 880, 150
i (100)	Monitor fee collections in areas using volunteers to determine if current bonding requirements for volunteers should be amended	FY 1991	WO 703, 340, 880

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

TAKE PRIDE IN AMERICA

IN REPLY REFER TO:

May 3, 1989

8300(340)

EMS Transmission - 5/9/89
Instruction Memorandum No.- 89-471
Expires 9/30/ 90

To: All State Directors

From: Director

Subject: Distribution of the Implementation Plan for Recreation 2000: A Strategic Plan

In order for the Bureau to be successful in making meaningful changes through the implementation of Recreation 2000: A Strategic Plan, State Directors are requested to make the Implementation Plan available to their State, District and Resource Area recreation and visitor services staff, line managers, key branch chiefs, and other staff as appropriate. Only 400 official copies were printed so it is critical that the plan gets into the hands of those responsible for implementation. While official copies are not available for public distribution, managers are encouraged to make copies to meet public requests for the document.

William T. Civish

William T. Civish
Recreation, Cultural and Wilderness Resources (Acting)

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

May 4, 1989

8300 (340)

EMS Transmission - 5/8/89
Instruction Memorandum No. 89-463
Expires 9/30/90

To: All State Directors and Assistant Directors

From: Director

Subject: Release of the **Implementation Plan for Recreation 2000: A Strategic Plan**

About two years ago, the Bureau Management Team agreed to make a careful examination of the recreation use occurring on BLM lands. As a member of the BMT I, along with a number of other State Directors, felt that the Bureau needed to direct more attention to its recreation management program. From the information available to us, America's demand for outdoor recreation in the West was surging. Not only was visitation exploding in many areas, the kinds of activities seen on these lands were changing almost on a daily basis. More troubling to many of us however, was the discovery that the public perceived BLM as unwilling or unable to act aggressively to manage the Public Lands in a manner consistent with the agency's multiple-use mission. Outdoor recreation represented much more than just issuing permits, writing activity plans, answering visitor questions or letting the public have a good time. To the public, outdoor recreation and its related programs, represented an important symbol of how the agency was doing its total job. From this revelation, it was clear that new approaches to our traditional management programs and practices were needed if we were to be successful in meeting both the specific challenge of managing outdoor recreation as well as confronting the broader issue of how to influence public perceptions about the image of BLM. It was also clear that if the Bureau was to be successful in making these programs and practices work, the agency would have to enact fundamental changes in all aspects of how it performed its business of public service. True to Bureau fashion, the agency looked inward to the organization's strength, its people, for the answers. The result of this benchmark effort was the creation of **Recreation 2000: A Strategic Plan.**

At this time I am proud to announce the completion of the second important step in the Bureau's response to the challenge of managing outdoor recreation on the Public Lands; the release of the **Implementation Plan for Recreation 2000.** Together, these two documents form the backbone of the Bureau's future efforts to bring balance to the agency's multiple-use mission, move the Bureau from policy to action on-the-ground, and make the agency more responsive to the demand for quality management of the Public Lands. Lest anyone get the wrong impression, I want to make it clear that the work of public service

rests squarely on the shoulders of everyone. While the Bureau's Recreation Management Program may have the greatest opportunity to generate public support with the greatest number of people, BLM still has strong ties to its traditional users. These are also BLM's public. They demand and deserve quality service as well. For BLM to make a difference, quality performance and service must permeate every aspect of our operations.

During the evolution of the **Implementation Plan**, the BMT, with the involvement of the management and staff from throughout the Bureau, defined BLM's implementation priorities. They include efforts to improve service to our visitors, protect vital resources and values, maintain and improve our developed recreation facilities, and improve the delivery of outdoor recreation opportunities by building a strong constituency for BLM through the development and application of a marketing approach to land management. To the extent that they meet the above priority areas, actions to support cooperative partnership and volunteer efforts and improve land ownership and access would also be given priority treatment. It was the consensus of the BMT that if BLM is going to be successful in implementing **Recreation 2000**, it would first have to succeed in these program areas. The 100 actions identified in the **Implementation Plan** are directed at meeting these priorities.

The **Implementation Plan** is designed to be a living, working document. As situations change, as actions are implemented, updates and progress reports will be issued. Managers have the discretion to proceed with implementation in a way that is most effective for their situation. Priorities established in the plan should be used to guide State, District and Resource Area implementation efforts; not dictate them. Local implementation priorities must continue to be determined at the local level.

I am extremely encouraged with the Bureau's response to the situation which presented itself to us in 1987. The agency has come a long way in moving its outdoor recreation program forward to meet public expectations. It was a pleasure to serve as the Chairman of the BMT Recreation Steering Committee while much of the program formulation was going on. However, a great deal of the credit must go to the employees of the Bureau of Land Management who participated in the project. The optimism I sense about the Bureau's recreation program has never been higher.

Roland G. Robison
Deputy Director

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Bureau of Land Management

Recreation 2000

Implementation Plan

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IMPLEMENTATION PLAN

FOR

RECREATION 2000: A STRATEGIC PLAN

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ACKNOWLEDGMENTS

This plan was developed with the assistance of many employees from throughout the Bureau of Land Management. Their challenge was to examine the Bureau's total recreation program and establish a comprehensive course of action to implement the agency's long-range recreation policy. Their contributions reflect an extraordinary commitment to see the goals and objectives of ***Recreation 2000: A Strategic Plan*** become a reality on the Public Lands. While the number of contributors represent a major segment of BLM's Recreation Management Program, the following employees are acknowledged for their special leadership and assistance to the project.

Roland G. Robison, Deputy Director; Initial Chairman-Bureau Management Team Recreation Steering Committee

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IMPLEMENTATION PLAN

for

RECREATION 2000: A STRATEGIC PLAN

INTRODUCTION

Background

During much of the 1970s and throughout the 1980s, the Bureau of Land Management (BLM) was confronted with a number of major land-use issues that demanded special management attention. While the resolution of these issues had considerable short-term impacts to BLM's capabilities to accomplish its broad multiple-use mission, the effect of having to resolve them on a priority basis diverted attention away from other critical issues, resulting in important long-term consequences as well. Examples of these high priority issues include the Natural Resources Defence Council (NRDC) lawsuit concerning the Bureau's livestock grazing program, the energy crisis of the late 1970s and early 1980s, the proposed Bureau of Land Management/United States Forest Service (USFS) interchange, the Rocky Mountain Oil and Gas Association lawsuit on interim wilderness management, and the completion of Federal Land Policy and Management Act (FLPMA) mandated wilderness inventories and studies.

During this same period, the BLM was experiencing the effects of another wide-spread land use activity: the impact of more than 20 years of steady increases in recreational use on the Public Lands. Concern was voiced Bureauwide that not only were important natural resources critical to the management of outdoor recreation being affected by recreation activity and other land-use programs, the public's image of BLM as a multiple-use agency was eroding. Looking into the future, BLM managers were increasingly alarmed as they saw little relief. This concern was best articulated in recreation studies carried out as part of the President's Commission on Americans Outdoors which indicated that important economic and demographic factors influencing recreation demand in the U.S. were changing. The Nation's population was shifting to the urban centers of the West and South. A greater number of Americans were at or near retirement age. Average family incomes were increasing and the share of disposable personal incomes spent on recreation was also higher. The commission identified additional factors affecting future recreation demand; new technological developments in outdoor equipment; changing social values focusing on health, fitness, environmental awareness, and family togetherness; and reduced leisure time and mobility. With 40 percent of the Public Lands managed by BLM living within an overnight drive of the 16 major population centers of the West, it was

clear that BLM was directly in the path of increased pressure for outdoor recreation. If BLM was to successfully meet the challenge, a major redirection in management priorities was necessary.

A second concern affecting the future of outdoor recreation on the Public Lands was a significant downturn in the economic picture in much of the West. In the Rocky Mountain states, communities which once depended on the production of energy resources from the Public Lands were facing severe hardships as a result of depressed worldwide energy prices. In the Pacific Northwest, nationwide declines in home building resulted in a general slowdown in the timber industry. In both regions, communities began to look for alternative sources of income to sustain their economies. Many turned to outdoor recreation. They found that recreation did not require large investments of tax dollars and/or public services to be successful, and potential economic returns to local economies was considerable. Because of the large acreage of BLM-administered lands in the West, BLM managers determined the agency could (and should) facilitate States and local communities in meeting their economic recovery objectives.

Together, both the need to focus on the challenge of managing outdoor recreation and the desire to assist in providing economic recovery moved BLM to reassess its mission as a multiple-use management agency. Early in 1987 after much discussion, the Bureau Management Team made the critical decision to develop a comprehensive long-range policy to guide the management of outdoor recreation on the Public Lands into the next century. A special Recreation Steering Committee comprised of four State Directors was selected to guide the project. Staff members from the Washington Office Branch of Recreation and Cultural Resources and State Office program leads were assigned to serve as staff to the committee. The task of the committee was to revitalize the Bureau's Recreation Management Program and bring outdoor recreation into balance with the agency's overall multiple-use management mission.

On March 1, 1988, the Director of the Bureau of Land Management formally approved steering committee report: *Recreation 2000: A Strategic Plan.* The purpose of the plan, as stated in the Director's message to all Bureau employees was to "...provide a clear statement of BLM recreation management policies and goals" and make recreation "...an equal partner within the family of multiple-use management." With his adoption of plan, the Director laid the essential groundwork for the management of the Public Lands for the 1990s and beyond.

This plan is designed to serve as the second phase of the implementation process: To build upon the solid foundation provided by *Recreation 2000: A Strategic Plan,* and give the Bureau, its employees, managers, and customers, a framework

from which the Bureau of Land Management can do a better job in meeting its mission to manage outdoor recreation as one of the *principal uses* of the Public Lands.

Although *Recreation 2000* is a recreation policy document, for employees not directly involved in the Recreation Management Program, the plan also offers an important message. Whether an employee is a geologist, range conservationist, maintenance worker, receptionist, or wildlife biologist, no one is isolated from the public. In carrying out individual work assignments, all employees must assume responsibility of looking after the lands BLM is entrusted to manage. To these employees, the message of *Recreation 2000* is image and professional competence. The agency has a tremendous opportunity to improve its image, not only with constituents and traditional users, but with the millions of Americans who come to the Public Lands each year for outdoor recreation. Through the policies developed in *Recreation 2000: A Strategic Plan*, visitors will have a better understanding of what BLM does and will be more inclined to support the management of the Public Lands within the context of balanced multiple-use. To this end, the implementation of *Recreation 2000* cuts across all program areas. Each employee has a stake in the implementation process.

Purpose

The purpose of the ***Implementation Plan*** is to give those responsible for administering the Bureau's Recreation Management Program a clear, understandable course of action to make the goals and objectives of Recreation 2000: A Strategic Plan a reality. Because recreation management encompasses a wide range of management activities, for the purposes of the Implementation Plan, the term "Recreation Management Program" is used in a broad context to include Recreation Management, Facility Maintenance, Facility Construction, Access and Easement Acquisition, and Land Acquisition. Elements of other land management and administrative programs including Fisheries and Wildlife (fishing, hunting, wildlife observation), Wild Horse and Burro (sightseeing), Range (sightseeing, facilities, access), Minerals (access, visual impacts, commodities produced), Forestry (visual impacts, commodities produced, access), Law Enforcement (visitor services, resource protection), Public Affairs (publications, media production, tourism programs, marketing), Budget (budget development/monitoring), and Support/Administrative Services (publications development, signing, procurement, contracting) are also critical and integral parts of the outdoor recreation program. Visitors are not only influenced by the recreation opportunities the Public Lands provide, their perception of the agency is also affected by how the agency performs it larger multiple-use mission. The perception the visitor takes home is easy to form, but difficult to change.

Implementation items adopted in this plan were developed from two sources: 1) a preliminary action plan prepared by the Bureau Management Team Recreation Steering Committee and the *Recreation 2000* Staff Task Force and 2) a work group project completed by BLM line managers and recreation/visitor services professionals attending the BLM Recreation and Wilderness Management Training Course in Salt Lake City, Utah, in the spring of 1988. A preliminary draft implementation plan was developed for review by the BMT Recreation Steering Committee for its August 14, 1988, meeting in Billings, Montana. Based upon steering committee comment, a formal draft implementation plan was developed for Bureauwide review. Actions adopted in this plan were the result this review. Of the original 143 actions included in the draft implementation plan, 100 actions are carried forward for implementation. Final actions were approved by the Recreation Steering Committee in early in FY 1989.

Implementation Priorities

Recreation 2000 identifies eight major challenges that are critical to the successful implementation of the Bureau's long-range recreation policy objectives. These challenges are: 1) Visitor Information and Interpretation; 2) Resource Protection and Monitoring; 3) Land Ownership and Access Adjustments; 4) Partnerships; 5) Volunteers; 6) Tourism Programs; 7) Facilities, and; 8) Permits, Fees, and Concessions. During the development of the Implementation Plan, the need to address the critical issues of funding and image building resulted in the addition of Budget/Marketing Strategies to the list of challenges. Together, these nine challenge areas form the basis of the Bureau's implementation effort. Although they must be managed collectively, certain challenges require priority treatment if BLM is to be successful in meeting its recreation management objectives. Based upon comments from the field and the direction given by the Recreation Steering Committee, emphasis for implementation will focus on:

- Establishing a comprehensive Budget/Marketing Strategy.
- Improving our capability to protect essential recreation and other natural resources.
- Maintaining existing recreation facilities.
- Improving service to our visitors.

To the extent that they support the above priorities, actions that enhance partnership and volunteer efforts and improve land ownership and access adjustment needs will also be given priority consideration.

Plan Organization

The ***Implementation Plan*** is organized according to the major challenge areas identified above. Each section includes a list of the challenge goals, a discussion of the issues involved, management objectives developed in *Recreation 2000*, and a series of actions which will be implemented over the course of the 1990s in order to achieve the goals of *Recreation 2000: A Strategic Plan* by the Year 2000. Action items are characterized by their proposed starting date (by FY), the organizational level(s) responsible for and/or involved in implementation (lead listed first), and a brief description of the action. Items with a starting date of "on-going" are currently underway as a result of either the need to "fast track" certain aspects of the plan to meet FY 1989 schedules or were initiated as a result of other initiatives not directly related to the implementation of *Recreation 2000*. While these actions have an effect on workloads at all levels, they are included in this plan primarily for information purposes.

Implementation priorities are reflected in the timing of implementation, i.e., higher priority items are scheduled earlier than those with lower priority. Thus, actions necessary to establish a viable Budget/Marketing Strategy and/or implement Resource Protection, Visitor Information, and Facilities Maintenance priorities are generally scheduled first. Actions necessary to implement the other challenge areas are, for the most part, scheduled for later years. The only exceptions are when an action(s) can be implemented with minimal impact to existing staff and available funding and have a high probability of success. More difficult actions or those which require additional funding and FTE are deferred until later.

Finally, the plan is organized to be a dynamic document-one that can be revised to adjust to changes in funding levels, program priorities, and the results and/or findings of actions completed early in the implementation process. As the implementation proceeds, updates will be issued annually (in PYBP, PAWP, and IM) to keep those responsible for implementation informed of progress.

Statement of Goals

Recreation 2000 carefully articulates BLM's overall policy regarding the management of outdoor recreation on the Public Lands. This policy states:

The BLM will ensure the continued availability of Public Land for a diversity of resource-dependent outdoor recreation opportunities while maintaining its commitment to managing the Public Lands as a national resource in harmony with balanced multiple-use.

On a overall basis, the Public Lands managed by BLM provide recreation opportunities that are characterized by wide-open spaces reminiscent of the Old West. BLM will continue to manage these lands in a way that allows the public to escape from crowds, unhindered by intensive recreation management constraints. At the same time, the outstanding character of recreation opportunities found on other areas of the Public Lands have made them extremely popular with the public. BLM will continue to provide a level of management commensurate with: 1) use and demands placed upon these high-use areas to ensure BLM resource protection goals are met, and: 2) serve the needs of growing numbers of people who use them. These intensively used areas often satisfy public recreation demand that cannot be met on lands managed by other Federal agencies or provided by the private sector.

As BLM moves from long-range strategic planning to action on-the-ground, it is imperative that the agency's dual role of managing both wide-open spaces and high-use areas be kept in mind. The goals listed below are intended to serve as qualitative "targets" from which BLM can judge its long-term progress and success in meeting its recreation policy objectives and fulfilling its role as a provider of outdoor recreation opportunities.

LONG-RANGE GOALS FOR THE BLM RECREATION MANAGEMENT PROGRAM

By the year 2000, the Bureau of Land Management will be:

Responsive to the needs of the visitor and an agency which provides quality service to all segments of the public.

Known for its commitment to the protection and management of sensitive resource values in order to ensure their long-term availability for a variety of uses, including outdoor recreation.

Supported by the public, the administration, and the Congress as a major provider of recreation opportunities and an equal partner when

competing with other Federal agencies for funds related to outdoor recreation.

A manager of a national system of Federal lands which provides a wide range of resource-dependent opportunities for Americans to express their desire for outdoor recreation.

Implementation Plan Summary

Of the 100 implementation actions identified in this document, the primary responsibility for implementation rest with the following organizational levels:

Washington Office

Division of Recreation, Cultural and Wilderness (WO 340)- 23%
Division of Volunteer Programs (WO 703)- 10%
Division of Budget (WO 880)- 10%
Division of Engineering (WO 730)-10%
Division of Public Affairs (WO 130)- 3%
Other Divisions - 11%

State Offices

State, District and Resource Areas- (33%)

In terms of a breakdown of actions by challenge category, Budget/Marketing includes a total of 17 actions; Visitor Information and Interpretation, 26 actions, Resource Protection, 7 actions; Land Ownership and Access Adjustment, 8 actions; Partnerships, 8 actions; Tourism Programs, 4 actions; Volunteers, 11 actions; Facilities, 10 actions; and Permits, Fees, and Concessions, 9 actions. Consult Appendices B and C for a summary of action items. The following table summarizes implementation actions (by challenge area) by fiscal year.

Implementation Actions by Fiscal Year

Challenge	Fiscal Year 1989*	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Budget/Marketing	5	9	1	2								
Visitor Information Interpretation	5	2	5	8	2	3	1					
Resource Protection	2	2		1	1	1						
Land Ownership & Access Adjustment	2		1			2	1		2			
Partnerships		1	1	2	1		2	1				
Tourism Programs			2	2								
Volunteers				2	3	2	3	1				
Facilities	4	2	2		2							
Permits, Fees & Concessions		1	1	3	1		1	1	1			
TOTAL	18	17	13	20	10	8	8	3	3			

* Includes 12 actions initiated prior to FY 1989

I. CHALLENGE 1--Budget/Marketing Strategy

A. Goals

The goal of the Bureau of Land Management Budget/Marketing Strategy is to achieve a funding level which will enable BLM to meet recreation management responsibilities established by Congress in the FLPMA. This will be achieved by:

1. Increasing the Recreation Management Program's percentage of the Bureau's funding.

2. Increasing the budget emphasis on recreation management outside the Bureau.

3. Ensuring that available Recreation Management Program funding is allocated in accordance with priorities which provide the most return for the Bureau.

4. Improving the image of the BLM as a responsible management agency by increasing public knowledge and awareness about the natural resources and recreational opportunities present on the Public Lands.

B. Issues

Establishing a budget/marketing strategy for BLM's Recreation Management Program is more than collecting data, estimating costs, developing justification statements, or submitting funding requests. It involves three primary considerations: 1) improving the accuracy of recreation data being used in the budget process 2) fostering fiscal support and commitment to the program from both within and outside the agency in order to ensure that funding requests, when submitted, will have the best possible chance to compete for available funds, and 3) improving public knowledge and awareness of the Public Lands. While *Recreation 2000* has defined our "product" to Bureau personnel, the budget process is composed of a series of decisions made by a number of people; not a single decision made by one person, group or agency. In marketing terms, the "product" being sold must be "packaged" for each prospective "customer" in the decision process. Each customer's needs and desires must be carefully identified and a unique sales approach employed. We cannot expect the same sales approach to work in all cases.

In terms of the need for better statistical information, it is clear that BLM has not placed a high priority on providing accurate data to those responsible for making funding decisions. All too often, the quality of the recreation information submitted from the field in Program Year Budget Plan (PYBP) and Pre-Annual Work Plan (PAWP) exercises has not been consistent. It is important that BLM improve the accuracy of its information because many in the decision process rely heavily on statistical data, i.e., miles of trail, sites maintained, numbers of visitors, fees collected, cost of operation, recreation opportunities provided etc.

Finally, improvements in the delivery of information to our customers is not limited to those in the budget/decision process. The public also needs to be better informed about the Public Lands. It is essential that as the BLM implements a comprehensive budget/marketing strategy, efforts to improve signing, mapping, and publications be given priority consideration for implementation. Also, consult the discussion under Challenge #2--Visitor Information and Interpretation for further information.

For the Bureau's Recreation Management Program to be successful in meeting its funding goals, its budget/marketing strategy must consider the following important issues:

1. The public is not convinced that the Bureau's recreation resources are fragile and important. Therefore, it accepts lower funding levels for the Bureau. Although BLM lands experience increasing visitation, this situation is irrelevant if the public does not understand or is not aware that such use can impact important natural, cultural and recreation resources.

2. The Recreation Management Program, along with support programs, including Recreation Maintenance, Construction, and Acquisition, can be used to provide a positive image of the Bureau and help explain its multiple-use mission. We need to build visibility with the public to have support for our programs. We need to build a constituency, not only in the West where Public Lands are located, but nationwide.

3. *Recreation 2000: A Strategic Plan* clearly identifies our priorities and defines our program direction. It is now time to build support outside the Bureau. Difficult choices need to be made about what we can accomplish since we may not be able to satisfy all of the demands made by the public. We need to ensure that everyone has a realistic expectation of our mission and what multiple-use management is all about.

4. To build a wide base of support for the Bureau's Recreation Management Program outside the agency, we need to clearly describe our "product" and define its special qualities. While diversity is the cornerstone of the program, it can be a difficult concept for the public to comprehend. If it not carefully defined and packaged, it can become a handicap as well as an asset. We must portray diversity of recreational opportunities, settings and facilities in such a way as to foster the image of Bureau lands as having high quality recreation opportunities with "something for everyone," not an agency that manages only the "black and white label generic brand" of recreation. Among recreation providers, our niche is our diversity and a management philosophy that gives the public freedom to choose how to spend its leisure time. In the short term, we may have to emphasize a reduced "product line," stressing our National areas (National Conservation Areas (NCA), National Scenic Areas (NSA), National Recreation Areas (NRA) and our highest quality or best known opportunities e.g., Rogue River or Westwater Canyon on the Colorado River (white-water experiences), the Imperial Sand Dunes (off-road vehicle play), Aravipa Canyon (primitive and unconfined recreation), Red Rocks Visitor Center and Anasazi Heritage Center (developed interpretive facilities), the Barstow to Las Vegas ORV Race or the Iditarod Sled Dog Race (competitive events), the Pryor Mountains (wild horse observation), Lower Colorado River (power boating and long-term visitor areas). Once we have created momentum for the recreation program through these more visible areas and activities, we can "expand our product line" and focus on all the other diverse, but less "marketable," forms of recreation opportunities we, as an agency, pride ourselves in making available to the American public.

5. It is difficult to justify additional funding unless we can show that current funds are being utilized efficiently and for the proper priorities. We really do not know what it costs to operate the program as it now exists and we may not be putting emphasis where it belongs.

6. The budget process is not being fully used to enhance recreation funding. The PYBP exercise in the field is not working well, and many field specialists do not fully understand how and when to use the budget to their best advantage.

7. Management flexibility in the Bureau Recreation Management Program has been limited by the "earmarking" of funds for State-specific projects. Examples include expanded law enforcement capability, special land-use designations, construction of new facilities, and the acquisition of additional management responsibility. State, District, and Resource Area managers and staff must be cognizant of the impact earmarking funds has on agency-wide

goals. Staffs should also recognize their responsibility to support the Administration's budget when discussing *Recreation 2000* with outside groups such as local government, recreation organizations, and the private sector.

C. Management Objectives

1. Management Objective: Utilize existing recreation data to better support current funding levels and requests for increases.

2. Management Objective: Establish target funding levels necessary to achieve *Recreation 2000* goals for all appropriate subactivities.

3. Management Objective: Improve the functioning of the budget development process.

4. Management Objective: Improve the use of budget allocation process to ensure priority workloads are funded.

5. Management Objective: Build external support for the increased emphasis on recreation management via a "marketing strategy."

D. Implementation Actions

(a) Action Item (1): Develop a new data base or modify existing Recreation Management Information System (RMIS) information to facilitate the development of budget information on a Special Recreation Management Area (SRMA) and Extensive Recreation Management Area (ERMA) basis. Necessary data include numbers of visitors, types of recreation opportunities available, number and types of existing facilities, current value of investments, etc. Better document the trends in recreation use in both designated areas and extensive areas, including growth pressures, future uses, and potential impacts on resources. Provide information to BMT to better document/justify internal funding adjustments.

Responsibility: WO 340, 880, SD, DM,AM
Time Frame: FY 1990

(b) Action Item (2): Prepare annual estimates of additional funding requirements for all relevant subactivities needed to implement

actions items as part of the budget development process.

Responsibility: WO 880, 340
Time Frame: FY 1989

(c) Action Item (3): Promote proper reporting of units of accomplishment in the Financial Management System (FMS).

Responsibility: WO 880
Time Frame: FY 1989

(d) Action Item (4): Identify the basic operations and maintenance costs for each recreation management area.

Responsibility: W0 730, 340, SD, DM
Time Frame: FY 1989

(e) Action Item (5): Prepare annual estimates of additional funding requirements for all relevant subactivities needed to implement action items as part of the budget development process.

Responsibility: WO 880, 340
Time Frame: FY 1989

(f) Action Item (6): Review State Director supplementary guidance and land-use plans to identify the cumulative impacts of management decisions on Bureau Recreation Management Program priorities.

Responsibility: SD
Time Frame: FY 1991

(g) Action Item (7): State Directors will make shifts within their Management of Lands and Renewable Resources (MLR) budgets and commit to funding Statewide recreation programs at target funding levels necessary to meet management requirements for SRMA's as identified in State Recreation Strategic Plans (IM 89-121).

Responsibility: SD
Time Frame: FY 1992

(h) Action Item (8): Provide specialized training to enhance the strategic and estimating skills of recreation specialists and managers in order to improve the quality of out-year (PYBP) submissions.

Responsibility: WO 880, 340, PTC, SD
Time Frame: FY 1990

(i) Action Item (9): Develop a strategy for improving the linkage between Resource Management Plan (RMP) decisions and the PYBP, specifically ways to better involve Resource Area and District Offices and provide more useful (i.e., well founded, better justified, more specific and quantifiable) data to Washington Office.

Responsibility: WO 880, 760, SD, DM, AM
Time Frame: FY 1990

(j) Action Item (10): Develop mechanisms for improving the consistency in how the States Offices handle the PYBP process so that data is more comparable and useful for justifying funding shifts.

Responsibility: WO 880, 340, SD
Time Frame: FY 1990

(k) Action Item (11): Develop a strategy to improve coordination of funding allocations between recreation management program and other supporting programs (recreation maintenance, recreation construction, resource protection, volunteers, ACEC's, cultural resources, wilderness, etc.) at all levels.

Responsibility: WO 880, 340, 730, 711, SD, DM, AM
Time Frame: FY 1992

(l) Action Item (12): Establish clear priorities and criteria for allocation of recreation funding among States to improve credibility and ensure important workloads are funded.

Responsibility: WO 340, SD
Time Frame: 1990

(m) Action Item (13): Link Annual Work Plan (AWP) priorities set by Washington Office and requests from the field offices to planning

(RMP's, activity plans, project plans) decisions whenever possible.

Responsibility: WO 760, 880, 340, SD, DM, AM
Time Frame: 1990

(n) Action Item (14): Conduct a comprehensive analysis of short-term and long-term impediments to the implementation of *Recreation 2000: A Strategic Plan.* Provide findings and recommendations to BMT for resolution.

Responsibility: WO 840
Time Frame: FY 1990

(o) Action Item (15): Develop a marketing plan to "sell" BLM's recreation product to external audiences. Contract with professional marketing organization to research and develop a viable marketing strategy for BLM. Define the characteristics of the Bureau's recreation program which are most marketable and use available data to document existing situation and explain future trends. Consult Appendix A for list of possible "marketing" ideas.

Responsibility: WO 340
Time Frame: FY 1990

(p) Action Item (16): Develop a strategy for increasing awareness and understanding of the Bureau's Recreation Management Program and future trends affecting it among Congressional members (particularly with members of committees that have a direct impact on the Bureau [not only from the West], Office of Management and Budget (OMB), and the Department (Assistant Secretaries for Lands/ Minerals Management (LMM) and Policy, Budget and Administration (PBA)). Build upon the information and recommendations developed by the President's Commission on Americans Outdoors and the special task force of the President's Domestic Policy Council.

Responsibility: WO 880, 110, 340, SD
Time Frame: FY 1990

(q) Action Item (17): Create a task force to develop recommendations clarifying the term "public lands" as they apply to the BLM. The lands under the administration of the BLM <u>are</u> a national system, albeit not dedicated as a system. The term "public

lands" is confusing to the public because all lands owned by government agencies (Federal, State, local) are public lands. If BLM is to develop a sense of public ownership, pride, and responsibility toward these areas, they need to have a collective, yet distinctive name, i.e., National Resource Lands, National Public Lands, National Conservation Lands, National Wildlands etc.

Responsibility: WO 200, SD
Time Frame: On-going

II. CHALLENGE 2--VISITOR INFORMATION AND INTERPRETATION

A. Goals

The goals of the Bureau's Visitor Information and Interpretation Program are to:

1. Enrich the quality of the visitor's outdoor recreation experience while visiting Public Lands.

2. Assist BLM in managing Public Lands by developing a more informed and aware visitor.

3. Develop a sense of "ownership of the Public Lands" with the public, and foster support for their continued management based upon the principles of multiple-use and sustained yield.

4. Treat visitors as guests while continuing to convey their responsibility as "owners" of the Public Lands.

5. Maintain an appropriate on-the-ground presence which meets the needs of visitors. (This goal applies equally to Challenge #3--Resource Protection and Monitoring).

B. Issues

Recreation management is one of the most visible of any of the Agency's programs. In order to carry out a dynamic, service-oriented outdoor recreation program, it is critical that the BLM not only provide a land base to pursue recreation opportunities, but also maintain an effective information and interpretation program through a variety of methods. These methods may include direct visitor contact, publications and signing, development of interpretative facilities and visitor centers, and participation in cooperative interpretative associations. Unlike many of the resource management programs the BLM administers, recreation customers come to public lands on a voluntary basis. They may be extremely knowledgeable of the area or be completely unaware they are on BLM-administered lands. At the "moment of truth," that instant when the visitor first contacts an employee, looks at a Bureau sign, or reads a BLM map or brochure, if the information provided is not presented in a courteous, friendly, and professional manner, the visitor/customer will form an impression which cannot be

corrected. It is clear the public's image of BLM's performance is closely tied to the quality of its information and interpretation program.

C. Management Objectives

1. Management Objective: The BLM will maintain an appropriate on-the-ground presence of professional, well-trained personnel who are identifiable as BLM employees.

2. Management Objective: The BLM will expand efforts to give the public an opportunity for better awareness and understanding of, and appreciation for, the Public Land resources and accompanying recreational opportunities. We will assist them in their quest for increased knowledge and a quality outdoor recreation experience. This will include the development of specific and suitable information about the Public Lands via signs, brochures, maps, and quality public contact on-the-ground.

3. Management Objective: The BLM will use visitor information programs as a primary tool to direct users to those Public Lands that can accommodate additional recreation use without destroying resource values.

4. Management Objective: The BLM will use visitor information and interpretation as a primary tool to protect sensitive resources, discourage vandalism, and encourage the visitor to **"USE, SHARE, and APPRECIATE"** the Public Lands and to **"TAKE PRIDE IN AMERICA."**

5. Management Objective: The BLM will improve the distribution of visitor information.

6. Management Objective: The BLM will, in outreach and good neighbor programs, provide accurate recreation information about BLM programs and facilities to federal, state and local agencies and private entities for use in their programs and publications.

7. Management Objective: The BLM will develop a strategy to identify the Public Lands with an on-the-ground signing program.

D. Implementation Actions

(a) Action Item (18): With additional funding, first priority will be given to increasing the number of on-the-ground personnel to a level necessary to meet management objectives as identified in State

Recreation Strategic Plans (IM 89-121). Also see Action Item 45 below.

Responsibility: SD, DM, AM
Time Frame: 1992

(b) Action Item (19): Improve BLM visibility and professional image by: 1) implementing agency uniform policy and; 2) establishing a clearly identifiable vehicle fleet. With regard to uniforms, priority will be given to providing at least one complete Class B uniform to Resource Area and District Office employees who work outside the office and/or are in front of the public. All patrol work and field compliance duties will be performed by uniformed employees. Concerning a vehicle fleet, establish a recognizable color standard for all BLM vehicles. Ensure BLM logo(s) are available and used.

Responsibility: SD, DM, AM
Time Frame: 1990

(c) Action Item (20): Analyze the training needs and set minimum performance standards for all visitor information and interpretive personnel (including receptionist and other clerical personnel with public contact duties). Develop a training module and make it available to priority target groups.

Responsibility: WO 340, 130, SD, PTC
Time Frame: 1992

(d) Action Item (21): Make a greater effort to educate all BLM managers about visitor information and interpretation through specialized training, information bulletins, briefings, status reports, and other means. In conjunction with the Phoenix Training Center, complete development of training course package 8300-3: Recreation for Managers and Specialists.

Responsibility: WO 340, PTC, SD, DM, AM
Time Frame: 1991

(e) Action Item (22): Encourage cooperative efforts with other Federal land management agencies, (National Park Service (NPS), United States Forest Service (USFS), Army Corp of Engineers (ACE), United States Fish and Wildlife Service (USFWS)) including training

agreements and interagency personnel exchange/special project details to improve interpretive services on the Public Lands. Include training opportunities in annual BLM Managers Course Guide.

Responsibility: WO 340, SD, DM,
Time Frame: 1993

(f) Action Item (23): Facilitate internal and external communication through continued production of BLM Video Magazine to enhance employee and public understanding of BLM program responsibilities. Ensure programs materials (and equipment to view them) are available at all BLM field offices.

Responsibility: WO 110
Time Frame: On-going

(g) Action Item (24): Develop a comprehensive course/meeting list to be included in annual training catalog or other suitable publication (e.g. 340 Update) which identifies training opportunities in the areas of communications and interpretation.

Responsibility: PTC,WO 340
Time Frame: 1991

(h) Action Item (25): Work with Office of Personal Management (OPM) and other Federal land managing agencies to establish professional series for recreation. Coordinate with outside organizations such as the National Recreation and Park Association (NRPA) to assist in: 1) the accreditation of college and university programs providing a course of study in outdoor recreation and; 2) provide standards regarding knowledge, skills, abilities, and experience necessary to establish a professional series for recreation specialists and place current employees in that series. Develop Memorandum of Understanding (MOU) with other agencies to give equal consideration to inter agency applicants. Embrace NRPA certification program in hiring new employees.

Responsibility: WO 830, 340
Time Frame: On-going

(i) Action Item (26): Develop minimum Bureauwide standards for information and interpretive programs. Bring District and Resource

Area programs up to those standard in areas containing (in order of priority): 1) Nationally designated areas (NCA's, NRA's, Wild and Scenic Rivers (WSR's), National Scenic and Historic Trails (NSHT's), etc.); 2) most intensively used BLM SRMA's; 3) Public Lands adjacent to urban centers, and; 4) other areas with high visitation.

Responsibility: WO 340, SD, DM, AM
Time Frame: FY 1992

(j) Action Item (27): Develop a comprehensive recreation/visitor services publication plan designed to assign responsibilities for agency publications (types produced at each level of the organization), evaluate needs, assess priorities, and set publication standards (including a format(s) for BLM recreation/visitor services publications). Publish handbook containing policy guidance, procedures, and standards. Ensure all recreation/visitor service publications are unquestionably identified as BLM products.

Responsibility: Field Committee, 850, 130, 340
Time Frame: On-going

(k) Action Item (28): Work with Department of Interior Office of Public Affairs to seek revisions in Departmental Manuals related to publications, audio-visual productions, and exhibits in order to give BLM managers greater authority to develop and produce information for the recreation visitor.

Responsibility: WO 130
Time Frame: FY 1990

(l) Action Item (29): Work closely with professional interpretative organizations to ensure consistency in interpretive services being provided by the BLM. This action will be accomplished by: 1) actively participating in the National Association of Interpretation (NAI) Interagency Committee (WO 340) and; 2) encouraging staff at all levels to support the NAI and other similar organizations by participating in training programs, attending local, regional, and national conferences and workshops, serving as directors and

organizational leaders, and assisting in the development of interpretive policies and strategies.

Responsibility: WO 340
Time Frame: 1992

(m) Action Item (30): In order to improve the delivery of important visitor information and service, all Bureau offices will become affiliated with a cooperating association.

Responsibility: SD, DM, AM
Time Frame: FY 1992

(n) Action Item (31): Produce a Bureauwide catalogue of recreation related publications, maps, displays, videos, and movies which could be updated on an annual basis. The catalogue should be comprehensive and include an order forms and a listing of sales or rental charges, if applicable. The catalogue would be available to Bureau personnel as well as to other agencies, organizations, and interested individuals. Ensure that items listed in the catalog are available in sufficient quantities to meet the public demand.

Responsibility: WO 130, 340
Time Frame: FY 1994

(o) Action Item (32): Develop a nationwide plan to reach out to visitors to: 1) increase awareness and appreciation of the Bureau's recreation opportunities, and; 2) promote responsible land use by fostering a "land ethic" among the public. Plan should focus audiences outside of the local Western communities, especially in major urban areas (both east and west). As part of the plan, establish a separate function within WO Public Affairs Office to coordinate public outreach and marketing efforts. Also see Action Item 15 above.

Responsibility: WO 130
Time Frame: 1992

(p) Action Item (33): Develop in appropriate Districts, multiple-use demonstration areas to interpret BLM's management mission to recreation visitors. Emphasize the importance of balanced resource management programs and the values of the resources found on the Public Lands. Demonstration areas can be formally designated

(Resource Conservation Areas) or informally established. Focus should be on signing and other non-labor intensive approaches to disseminate information.

Responsibility: SD, DM, AM
Time Frame: FY 1995

(q) Action Item (34): On a District-by-District basis, prepare and implement a public outreach plan that will identify significant Public Land resource areas in public and private publications and brochures in order to encourage users to protect sensitive resources and discourage vandalism.

Responsibility: SD, DM, AM
Time Frame: FY 1993

(r) Action Item (35): Expand the successful California Desert Information Outpost program into a "BLM Information Outpost" system. Establish outposts in key cities, towns, and other locations which provide important safety and resource protection information to the public. At a minimum, an "Outpost" should include a contact list where the public can report fires, medical emergencies, and resource protection violations to appropriate authorities. Signs and/or posters identifying "outposts" should be standardized and included in the BLM sign/forms catalogue. "Outposts" can be as urban or remote as necessary in order to ensure contact with the public is achieved.

Responsibility: WO 340, 850, SD, DM, AM
Time Frame: FY 1992

(s) Action Item (36): Improve after-hours communications. Establish a Statewide toll free (1-800) telephone number for use by the public to report emergency information and resource protection information to the BLM. Where possible, efforts should be coordinated with other Federal and/or State land managing agencies to share costs and responsibilities. Numbers should be available on a 24-hour basis. Explore the use of telephone answering equipment, call forwarding, or

answering services to provide current visitor information after normal business hours.

Responsibility: SD
Time Frame: FY 1991

(t) Action Item (37): Develop a series of color posters discussing the important resource programs occurring on the Public Lands i.e., mining operations, livestock grazing, protection of cultural resources, wildlife water sources, safety information, etc. Posters would be made available to the public and displayed at all Bureau recreation facilities and sites. Work with private sector to develop, print, and distribute posters.

Responsibility: WO 340, 850, 130
Time Frame: FY 1994

(u) Action Item (38): Work with private sector to incorporate recreational opportunities found on the Public Lands into nationwide computer access systems. Not only will such information provide service to the public, it will improve the visibility of BLM as a legitimate recreation provider. Information would be available to assist BLM offices in responding to over-the-counter and telephone inquiries.

Responsibility: WO 340
Time Frame: FY 1994

(v) Action Item (39): Intensify contacts with the State governments to coordinate visitor information services of the BLM with State programs to complement the needs identified in each state.

Responsibility: SD
Time Frame: FY 1991

(w) Action Item (40): Increase public recognition and knowledge of BLM Recreation Management Program by: 1) participating in special events such as parades, boat and travel shows, conventions sponsored by Public Land user organizations, high school and college career days, and special government functions and; 2) developing displays and exhibits to be used in museums, visitor centers, libraries, schools, and suitable private business locations (banks, sporting goods stores,

RV dealerships, etc.). Provide the human and financial resources necessary to exploit these opportunities.

Responsibility: SD, DM, AM
Time Frame: FY 1991

(x) Action Item (41): Implement a coordinated Bureauwide signing program to identify Public Lands. WO 850 will have the lead on developing guidance on sign design standards, sign location criteria, installation priorities, procurement procedures, and identifying funding sources. Field personnel will participate as appropriate. Priority will be placed on developing a Bureauwide portal or entrance sign to be used along major highways crossing large blocks of Public Lands. Installation of portal signs will begin in FY 90 with all signs being installed by FY 2000.

Responsibility: WO 850, 340, 730, 320
Time Frame: On-going

(y) Action Item (42): Appoint a committee to review and revise informational and interpretive sign and display policy guidance, procedures and standards in order to establish an identifiable sign and display program for the Bureau. The committee will be composed of field personnel who are representative of each major recreation/visitor contact-related field, including recreation planning, visitor service, interpretation, public affairs, and resource protection. Also to be included are personnel from the WO Branch of Support Services. The committee shall also devise policy and procedures for the purchase and use of non-Bureau produced signs and displays from outside sources. A further charge of the committee shall be to examine the Bureau's process for ordering, manufacturing and distributing BLM signs.

Responsibility: WO 850, 340, 130, 320
Time Frame: On-going

(z) Action Item (43): Establish visitor information distribution centers at each District Office which will have, at a minimum,

information and brochures on Federal, State, and local recreation opportunities within that State.

Responsibility: DM, AM
Time Frame: 1992

III. CHALLENGE 3--RESOURCE PROTECTION AND MONITORING

A. Goals

The goals of the Bureau's Resource Protection and Monitoring Effort are to:

1. Ensure that natural resources that are considered valuable in providing quality resource-dependent outdoor recreational experiences are maintained in an acceptable condition.

2. Protect resources by emphasizing interpretation, information/education services, and personal contact.

3. Assess recreation use levels, activities, and other visitor use data in order to meet current public demand for recreation, plan for future recreational use and changes in activities, and provide support for BLM funding and personnel requests.

4. Ensure the option of utilizing law enforcement personnel for resource protection, monitoring, and visitor services activities is fully considered.

B. Issues

Increased management of various uses of the Public Lands is needed in order to protect known recreational, cultural, and natural values under BLM management. Though management emphasis has been placed in Special Recreation Management Areas (SRMA), an additional degree of protection and control must be provided in the undeveloped Extensive Recreation Management Areas where significant resource values exist and are at risk of damage by unregulated use or criminal activity.

Managing outdoor recreation, like any other resource-based management activity, is dependent on the maintenance of necessary resources in order to provide quality recreational experiences on a sustained basis. The tools provided to management for the protection of essential recreational resources are varied. Not only does the manager have to protect recreation resources from overuse by recreational users, he/she must monitor the impacts of other uses of the Public Lands on recreation values in order to prevent irreparable damage. Although interpretation and information services will continue to be stressed, the experience of the California Desert Conservation Area has shown that Law Enforcement Rangers not only provide valuable service to the recreation visitor by being a primary source of

information and direct visitor assistance, they also provide an early warning to management that impacts are occurring by closely monitoring authorized and unauthorized activity in areas of high recreational or other resource value.

Information regarding conditions of resources, recreation use levels, activities, visitor concerns and opinions, and changes in use and/or activities have not been consistently collected, reported and analyzed. Such data is essential in planning for future recreational demand. It is also important for budgeting purposes and justifying budget requests to manage recreation.

C. Management Objectives

1. Management Objective: The BLM will provide proper recreation-resource management and protection of wilderness and wilderness study areas, wild and scenic rivers, scenic and historic trails, conservation and scenic areas, recreation lands, Areas of Critical Environmental Concern, Special Recreation Management Areas, Extensive Recreation Management Areas through an appropriate on-the-ground presence of professional, well-trained personnel who are identifiable as BLM employees.

2. Management Objective: The BLM will manage recreation resource uses on the Public Lands where significant recreational, cultural, and natural values have been identified through the planning system.

3. Management Objective: The BLM will actively pursue the implementation of an on-the-ground management presence and a resource monitoring program that begins with the highest priority areas to assure that the basic natural, cultural, and scenic resources are adequately protected as directed in land use planning documents and legislative mandates.

4. Management Objective: The BLM will establish optimum carrying capacity levels, using a technique such as Limits of Acceptable Change (LAC), in all areas where visitor use has reached, or could reach in the foreseeable future, a level that could adversely impact significant resource values and/or the quality of visitor experiences.

5. Management Objective: The BLM will continually assess visitor use trends, new recreation technologies, and public attitudes in order to be aware of how use will/may affect resources. Any change in provision of recreation opportunities must go through the process of reevaluating the specific area goals.

6. Management Objective: The BLM will seek additional law enforcement capability as needed to increase the effectiveness of resource protection efforts.

D. Implementation Actions

(a) Action Item (44): Assess Special Recreation Management Area and other priority areas (NCAs, Wilderness Areas, ACECs, etc.) with regard to needed increases in the level of on-the-ground management presence. Use seasonal employees, volunteers, modified work schedules, additional staff including recreation technicians and less-than-full-time personnel, and other means to increase the numbers of personnel on-the-ground (particularly during high-use periods). Also see Action Item 18 above.

Responsibility: SD, DM, AM
Time Frame: FY 1990

(b) Action Item (45): Review and revise signing standards for construction, operations, and maintenance with specific attention toward interpretive signing and identification signing (boundaries, closures, limitations, etc.).

Responsibility: WO 730, 340, 850
Time Frame: On-going

(c) Action Item (46): Provide expanded training opportunities in resource protection and monitoring for resource specialists, operations/maintenance staff, managers, clerk-receptionists, seasonals, and volunteers. In addition, provide training to non-BLM law enforcement personnel (contract law enforcement and other Federal agency LE personnel) regarding BLM's multiple-use mission. Emphasis should focus on providing information and education to the public as a part of their overall law enforcement duties while working on the Public Lands.

Responsibility: SD, DM, AM
Time Frame: FY 1994

(d) Action Item (47): Develop monitoring guidelines based on management objectives established in land use plans to alert managers of problems which might result in the loss of essential

recreation opportunities. Incorporate monitoring into all Special Recreation Area Management Plans, Wilderness Management Plans, and plans for areas where carrying capacity or use limitations are necessary.

Responsibility: WO 340, 760
Time Frame: FY 1992

(e) Action Item (48): Utilize methods identified in Draft Recreation Inventory Handbook to develop accurate visitor use statistics to update annual RMIS input. All field offices will meet Level 1 inventory standards by FY 1992. Level 2 standards will be achieved in high priority SRMAs by FY 1996.

Responsibility: WO 730, SD, DM, AM
Time Frame: FY 1990

(f) Action Item (49): Develop in-service law enforcement training program which focuses on traditional visitor services needs. Training will include units in public speaking, interpretive planning/delivery, customer-oriented services, etc. The purpose of this training is to complement current resource protection capabilities by developing new and/or additional skills which emphasize information and personal contact to achieve resource protection objectives.

Responsibility: WO 711, 340, PTC
Time Frame: FY 1993

(g) Action Item (50): Develop MOUs with other Federal agencies, State and local government, and private entities to further expand the BLM's capability to monitor resource use.

Responsibility: WO 711, SD, DM
Time Frame: On-going

IV. CHALLENGE 4--LAND OWNERSHIP AND ACCESS ADJUSTMENT

A. Goals

The goals of the Bureau's Land Ownership and Access Adjustment Program are to:

1. Make Public Lands that offer outstanding outdoor recreation opportunities accessible to the general public.

2. Work with land owners to secure public access across private property. Stress cooperative agreements, easements, contracts, exchanges, and other non-purchase solutions to resolve access problems.

3. Maintain a sense of partnership with private land owners while representing the interests of the public.

4. Identify and acquire lands containing high public value.

5. Reposition land patterns to improve management and better serve the needs of the public.

B. Issues

The BLM is responsible for managing vast acres of scattered Public Lands. This land pattern makes management difficult and limits and/or precludes public use of land-and water-based recreation resources. The most frequent complaint at public meetings, fairs, conventions, outdoor shows, and in the field centers on the public's inability to use Public Lands due to the closure of intervening private land. The BLM needs to initiate a coordinated program to consolidate the Public Land ownership patterns to provide high value recreation opportunities and systematically implement a program that assures legal/physical access to priority Public Lands. Land ownership adjustments will improve the efficiency of overall management of the Public Lands.

While providing access to Public Land is an essential step in meeting current and future demands for outdoor recreation, the Bureau must also be sensitive to the needs and concerns of the private land owner. Private property rights, while being an important issue with all Americans, is particularly important in rural regions of the western United States. It is critical that the Bureau foster a partnership relationship with private land owners to ensure that property rights are not run over by the public's zeal to secure access. In many instances, reluctance to permit

the public to cross private property is the result of previous resource or facility damage caused by a careless or deliberate act by the public. Examples include gates being left open, water developments vandalized or made unusable by campers staying too long nearby, fences being cut, or visitors driving by residences and stirring up dust. Liability issues also concern land owners.

Securing access to public lands is an important function of government. However, attempts to obtain legal access for the public must be carefully weighed. Where it become necessary to acquire access, the Bureau must also assume responsibility for the actions of the public to the degree of providing directional and informational signing, enforcing rules and regulations, and making the public aware of appropriate behavior while on private property. The purchase of private property, while an option, should be considered last.

A final, but no less important, issue which must be addressed in the context of a comprehensive land ownership and access adjustment program is the view that the Public Lands are once again "up for grabs" and available to consolidate and/or add to other national systems. Repositioning land patterns and improving public access are considered essential if BLM is to reverse this perception. While part of the problem is the result of public and Congressional inability to recognize and/or accept BLM's post-FLPMA responsibility as a land managing agency, much of it can be traced to the agency's lack of on-the-ground visibility. The scattered nature of many areas of the Public Lands contributes to the situation. Early on, it was the impermanent nature of BLM's management authority that made identification impractical. Later, the cost of signing and notifying the public of the location of all but the largest and most well known blocks of Public Lands was out of reach of most States. Even today, only a few large scale signing programs have been initiated, e.g., California Desert Conservation Area and Red Rocks Recreation Lands. Consequently, there has not been the same level of a sense of public ownership generated toward the Public Lands as has been seen for other national systems. Efforts to reposition land ownership patterns and improve public access will not only improve BLM's ability to manage its important natural resources, it will also facilitate signing and mapping efforts and improve the visibility of the Public Lands as a system.

C. Management Objectives

1. Management Objective: The BLM will identify exchange opportunities to enhance management and meet public needs through a coordinated, cooperative public/private land ownership realignment program.

2. Management Objective: The BLM will identify access needs in conjunction with transportation plans, with due consideration of constraints to recreational opportunities, and begin implementation of these plan recommendations on a priority basis.

3. Management Objective: The BLM will be an active participant in the Land and Water Conservation Fund (LWCF) for acquisition of appropriate recreation lands or interest in lands.

4. Management Objective: The BLM will work with private landowners in establishing partnership relationships to accomplish improved Public Land management where acquisition or exchanges are not desirable.

D. Implementation Actions

(a) Action Item (51): Assess existing State programs to reposition or consolidate the Public Land ownership patterns and develop strategies to facilitate a coordinated land ownership adjustment initiative. Strategies will be used in RMPs and/or to be opportunistic to non-Bureau proposals.

Responsibility: SD, DM
Time Frame: 1997

(b) Action Item (52): In compliance with SPG 1625.1, determine comprehensive easement acquisition needs for all subactivities. As part of the process, inventory Public Lands to identify acquisition needs required to gain physical and/or legal access to priority recreation resources. Utilize existing LWCF acquisition criteria as well as establishing site-specific objectives for acquisition of land (or alternatives to acquisition) for access and the management of high valued recreation/wilderness opportunities. Acquisition needs should be identified during the planning process by both inter-disciplinary teams, which include specialists in Recreation, Wilderness, Lands, Budget, and Planning, as well as the public, interagency committees, and advisory groups.

Responsibility: SD, DM, AM
Time Frame: On-going

(c) Action Item (53): In conjunction with annual transportation plan updates, assess existing State access programs and develop alternative

strategies/programs to easement purchase (e g., stewardship programs, cooperative management agreements, permit/lease terms and conditions, reciprocal rights-of-way, donations, third party acquisitions, trade-of-use agreements, etc.) to acquire legal access for existing roads and trails which support recreation use.

Responsibility: SD, DM, AM
Time Frame: FY 1995

(d) Action Item (54): Develop educational materials (brochures, pamphlets, signs, public service announcements, etc.) to inform the public and others about: 1) Bureau access acquisition efforts, and; 2) the need for public sensitivity and responsible use of access across private land. Also see Action # 37 above.

Responsibility: WO 320, 850, 130, SD, DM, AM
Time Frame: 1994

(e) Action Item (55): Include in PAWP Directives annual State Office land exchange caseload targets which support recreation objectives.

Responsibility: WO 320, 330, 340, 880, SD, DM, AM
Time Frame: FY 1997

(f) Action Item (56): Develop a strategy for promoting active BLM participation in LWCF land acquisition program as an equal with other Federal land management agencies and submit to Secretary of the Interior as a transition issue.

Responsibility: WO 880, 320, SD
Time Frame: FY 1989

(g) Action Item (57): Compile supporting data and develop budget requests through the PYBP for land acquisition funding.

Responsibility: SD, 330, 880
Time Frame: FY 1991

(h) Action Item (58): Actively pursue cooperative efforts with State government and private land owners to facilitate land exchanges and other acquisition opportunities in accordance with decisions made in approved MFP/RMPs and activity plans. Priority should be given to

opportunistic exchanges in nationally or regionally significant Special Recreation Management Areas.

Responsibility: SD, DM
Time Frame: FY 1994

V. CHALLENGE 5--PARTNERSHIPS

A. Goals

The goals of the Bureau's partnership effort are to consider cooperative approaches to the management of the Public Lands and:

1. Make more efficient use of Federal funds allocated to the Bureau for the management of outdoor recreation.

2. Improve service to the Public Land visitor.

3. Improve BLM's working relationship with State and local government, other Federal agencies, service groups and recreation organizations, volunteers and volunteer groups, and the private sector by encouraging local involvement in the management of outdoor recreation.

4. Enhance BLM's role as the provider of outdoor recreation and improve the delivery of recreation opportunities to the public.

B. Issues

Throughout its brief history, BLM has been open to the use cooperative management efforts to accomplish its multiple-use mission. Examples include the agency's recreation lease, permit and concessions program, cooperative cost share (challenge grant) initiative, and Recreation and Public Purposes Act (R&PP) and volunteer programs. For BLM to remain effective in carrying out its mission as the provider of outdoor recreation on the Public Lands, all management options, including partnerships with other government agencies, public and private groups and organizations, and the for-profit sector, must be considered. However, the decision to enter into such agreements must serve only to support BLM's ability to meet the goals of its recreation initiative; not vice versa. Where partnerships agreements meet this requirement, their use will be encouraged.

C. Management Objectives

1. Management Objective: The BLM will maximize effective use of active partnerships with volunteers and volunteer groups, private landowners, user groups, individuals, State and local governments, and with other Federal

land-managing agencies to enhance resource management and improve the quality of recreation opportunities on the Public Lands.

2. Management Objective: The BLM will increase opportunities for public participation in the management of recreation resources and facilities in alignment with the "Take Pride in America" campaign and provide greater recognition and acknowledgment on individuals and groups contributing to Public Land management.

3. Management Objective: The BLM will encourage greater State and local government and private sector participation in the management of recreational activities on Public Lands and assist those agencies and private individuals in providing recreation opportunities on non-Public Lands, where appropriate.

4. Management Objective: The BLM will develop a recreation concession policy to guide the development of recreation opportunities through concession partnerships.

D. Implementation Actions

(a) Action Item (59): Develop comprehensive awareness effort on BLM partnership opportunities. The effort should be directed both internally to BLM personnel and externally to cooperators, volunteers and the general public. It should identify the pros and cons of partnership programs, describe the types of partnership opportunities available to accomplish BLM management objectives, give examples of innovative uses of partnerships and cooperative efforts to solve problems, potential pitfalls to be avoided, and provide guidance on when partnerships are appropriate and when they are not. The aim of this action is to stimulate creative approaches to meet BLM management objectives and encourage the public participation to improve the management of the Public Lands.

Responsibility: WO 340, 703, 130, SD
Time Frame: 1995

(b) Action Item (60): Develop a handbook on partnerships to provide broad guidelines on the different types of partnerships and how they are established. Handbook should include the "how to's"; things to avoid, basic elements of a partnership common to all such agreements,

examples of MOUs, CMAs, Cooperative Associations, tax information, etc.

Responsibility: WO 340, 703
Time Frame: 1995

(c) Action Item (61): Develop a publication "Partnerships in the Public Lands" or something similar to provide a coordinated programmatic approach to partnership programs in the BLM. Publication would be a high quality, "slick cover" document for general public consumption. Distribution would be to national organizations, State, county, and local government, civic organizations, volunteer organizations, and the private sector. Publication would provide a theme for the partnership program. SO would build and customize State programs, utilizing themes developed by the WO. Consideration should be given to developing a partnership agreement to prepare, fund, and distribute this publication.

Responsibility: WO 703, 130, 340, 850
Time Frame: FY 1996

(d) Action Item (62): Ensure that partnership opportunities for the management of outdoor recreation are considered during the development of alternatives in all planning activities including RMPs, Activity Plans, and Project Plans.

Responsibility: SD, DM, AM
Time Frame: FY 1993

(e) Action Item (63): Establish nomination criteria for a Bureauwide "Partnership on the Public Lands." Those eligible include public interest organizations, government agencies, individuals, and "for profit" partners. The purpose of the award is to: 1) recognize the valuable contributions and public service these entities provide in the management of the Public Lands, and; 2) encourage new and/or continued partnership efforts.

Responsibility: WO 703
Time Frame: FY 1992

(f) Action Item (64): Working with a broad base of constituent groups, the BLM will sponsor a national symposium to explore Public Land recreation programs and future opportunities for partnerships among the Federal, State, and private sector in supplying recreation opportunities to the public. Topics would include: cooperative management agreements, wilderness, permitting and allocation, special areas, public land access, ethics, establishing foundations, rivers, interchange, and more. State, District and Area Offices will provide a list of potential participants. Participants should include known "Friends" groups, concessionaires, cooperating associations, permittees, Federal, State, and local government, and recreation related interest groups (American Recreation Coalition, Trout Unlimited, National Speleological Society, American Hiking Society, Sierra Club, TPL, Wilderness Society, etc.)

Responsibility: WO 340
Time Frame: FY 1991

(g) Action Item (65): Actively work with State government on the development of individual Statewide Comprehensive Outdoor Recreation Plans to ensure that: 1) recreation opportunities found on Public Lands are fully integrated into the planning process, and; 2) BLM recreation opportunities and management programs complement the efforts of other recreation providers found within the State.

Responsibility: SD
Time Frame: FY 1992

(h) Action Item (66): Ensure that proper credit and recognition (signing, news releases, feature articles, movie credits) is given to BLM for participating in cooperative efforts and official actions including R&PPs, CMAs, MOUs, concession agreements, leases, permits, etc.

Responsibility: SD, DM, AM
Time Frame: FY 1990

VI. CHALLENGE 6--TOURISM PROGRAMS

A. Goals

The goals of the Bureau's Tourism effort are to:

1. Assist Public Land States and their local communities in creating a stable economic base.

2. Improve the effectiveness of public information/outreach efforts.

B. Issues

Since the mid-1970s, there has been a tremendous growth of tourism and recreation in the Western States, especially on the Public Lands. Regionwide, tourism is one of the fastest, and in many places, one of the few, growth industries, generating an immense stream of dollars into local economies. Due to its use of renewable or sustaining resources such as wildlife, forests, water, and certain landforms, the recreation industry has a fairly stable economic base. Because it is basically non-extractive in nature, the recreation industry does not require extensive public services or tax dollars to operate, resulting in a relatively high return to local treasuries. Also, the tourist and adventure traveler generally come from outside the local area, resulting in a net inflow of outside dollars into the local area. Most of these dollars are turned over several times.

In the Public Land States, travel and tourism rank as the number one employer in seven States (Alaska, Arizona, Colorado, Idaho, Nevada, New Mexico and Utah), number two in two States (Montana and Wyoming), and number three in two States (California and Oregon). In response to this economic force, State and local initiatives to promote tourist attractions involving BLM-administered lands are being developed, with the stated objective of attracting regional, national, and international visitors. The issue/question confronting the BLM is where does it belong in this economic restructuring? What role should the Agency play in the overall recreation/tourism scheme?

Information provided to the President's Commission on Americans Outdoors, through individual State assessments and reports, indicates that many States are concerned about the need for coordination and information sharing between the Federal government and the States. With the exception of a few State, Districts and Area Offices, the Bureau of Land Management has not actively participated with the travel and tourism industry to promote Public Land recreation attractions.

It is critical that the Bureau assist State and local communities diversify and stabilize their economic base by making Public Lands available for a full mix of multiple-use activities, including outdoor recreation.

C. Management Objective

1. Management Objective: The BLM will develop and maintain working relationships with regional, State, and local tourism agencies and the travel industry to complement the development and promotional programs that identify the role of outdoor recreation on Public Lands.

D. Implementation Actions

(a) Action Item (67): Develop a comprehensive list of events, attractions, and recreation opportunities occurring on Public Lands and provide to State travel and tourism centers. If events occur on a seasonal basis, lists should be provided well in advance in order to allow them to be incorporated into tourist publications State lists should be made available to National tourism organizations located throughout the country, especially in the east and south, in order to market outdoor recreation on the National Public Lands in areas which have the greatest potential to produce additional visitors.

Responsibility: SD, WO 340
Time Frame: FY 1991

(b) Action Item (68): Contribute feature articles to State and private travel and tourism publications. Included in this latter category are airline , RV, and recreation industry magazines.

Responsibility: SD, DM
Time Frame: 1991

(c) Action Item (69): Actively work with State Tourism Commissions to: 1) support marketing and promotion programs to increase revenues to the State and local business community; 2) assist with the identification and recognition of significant resources available on Public Lands; 3) support the development of marketing strategy aimed at in-State residents to encourage them to travel and visits points of interest and recreation opportunities found on Public Lands; 4) continue to issue permits, leases, and other authorizations for uses and activities which will attract visitors to the State, and; 5) promote

the State through recreation and interpretive facilities in order to increase the number of domestic and international visitors.

Responsibility: SD
Time Frame: FY 1992

(d) Action Item (70): Participate with local convention authorities, chambers of commerce, and communities in tourism conferences, meetings, and celebrations. Ensure local entities are on agency mailing lists and receive bulletins and other information covering recreation events, permits, and attractions. Provide space in Bureau facilities and display counters for local tourist information.

Responsibility: SD, DM, AM
Time Frame: FY 1992

VII. CHALLENGE 7-- VOLUNTEERS

A. Goals

The goals of the Bureau's Recreation Volunteer effort are to:

1. Supplement existing funding and personnel in Recreation, Visitor Service, and Maintenance Programs through the use of uncompensated services.

2. Help the public gain a better understanding of the management of the Public Lands through full participation in the management process.

3. Develop long-lasting partnerships with the public which support BLM management of the Public Lands.

4. Assist the public in learning about volunteer opportunities on the Public Lands.

5. Help foster an outdoor ethic with the public through a greater understanding of how natural systems work and operate and assist them in becoming a part of the management of those natural systems.

B. Issues

The President's Commission on Americans Outdoors found that volunteers play a critical role in the delivery of outdoor recreation and visitor services. Statistics for the Bureau's Volunteer Program bear out this finding. In 1988 alone, volunteers to the Outdoor Recreation Program contributed more than 190 work years of services to the Bureau with a estimated value of more than $2.2 million. The return-versus-cost-to-manage ratio ranged from 8 to 1 to over 10 to 1. However, despite the dramatic increase in the Bureau's Volunteer Program, there is still much room for improvement. In order to accommodate user needs and protect the resources, the volunteer work force needs to be increased throughout the BLM recreation program.

A recent survey conducted by the Volunteers for Outdoor Colorado indicated that 40 percent of those surveyed would volunteer in the outdoors if they were asked. In the same survey, in the over 60 age group, 16 percent had recreation related skills they could teach. However, only a quarter of these respondents actually taught the skill. The most common reason they did not teach the skill was because

they were not asked. The key element is making opportunities available and making those opportunities known to potential volunteers.

C. Management Objectives

1. Management Objective: The BLM will encourage and recognize volunteers as working partners within the recreation program Bureauwide.

2. Management Objective: The BLM will expand and enhance visitor services through the appropriate use of volunteers and seek removal of current constraints on effective use of volunteers in assisting in collection of recreation fees.

3. Management Objective: The BLM will expand resource protection capabilities through the appropriate use of volunteers. Although volunteers may not be used in hazardous law-enforcement work, they may assist in non-hazardous recreation-related aspects.

D. Implementation Actions

(a) Action Item (71): State Directors will establish annual recruitment, project development, and training goals for their State Volunteer Program.

Responsibility: SD
Time Frame: FY 1994

(b) Action Item (72): Establish full-time volunteer coordinator positions at the SO level. This type of position could be incorporated with partnership development responsibilities. Assign responsibilities to those State and District employees with a demonstrated interest in volunteers.

Responsibility: SD, DM
Time Frame: FY 1993

(c) Action Item (73): Develop internal information channels to disperse volunteer information on opportunities for campground

hosts, availability of qualified volunteers by program area (wildlife, recreation, soils), and the location(s) of projects.

Responsibility: WO 703, SD
Time Frame: FY 1995

(d) Action Item (74): On a State Office basis, develop a list of available volunteer groups, the types of projects they normally perform, skills by group, BLM obligations to obtain volunteer group services (travel, per diem, lodging). Provide the capability to link groups with available projects.

Responsibility: SD
Time Frame: FY 1993

(e) Action Item (75): Develop a national volunteer recruitment campaign. Work with national organizations and groups to assist in the recruitment and referral of volunteers, market BLM volunteer projects, and match projects to volunteers and vice versa. Provide financial assistance when appropriate. Make a special effort to reach out to retired Federal employees and enlist their support and participation in BLM's volunteer program.

Responsibility: WO 703, 130, 340, SD
Time Frame: FY 1994

(f) Action Item (76): With assistance from the States, the WO will develop a handbook as a supplement to the BLM's existing Volunteer Manual (1114). This will provide basic guidance and direction in the development of volunteer and partnership agreements.

Responsibility: WO 703, 340, SD
Time Frame: FY 1995

(g) Action Item (77): Encourage BLM sponsorship of volunteer projects. Each SO, DO, and RA should develop field "Volunteer Project Directories" to supply information on what types of projects are available. Put volunteers projects in AWP when procurement and

WMs are required to support the project. Actively encourage volunteers to develop and design potential projects.

Responsibility: SD, DM, AM
Time Frame: FY 1992

(h) Action Item (78): Assist Public Land user groups who provide volunteer services in drafting language for possible amendments to the Land and Water Conservation Act or appropriations acts which would eliminate the requirement of bonding for volunteers who collect recreation fees. Include as an issue whenever briefing materials are requested by Department officials.

Responsibility: WO 703, 340, 140, 150
Time Frame: FY 1996

(i) Action Item (79): Develop accurate "cost-benefit" information on the use of volunteers such as "friends" organizations, special area volunteers, and campground hosts assisting in the collection of recreation fees. Information will be used to document the operational and administrative impact of Section 4(k) of Public Law 100-203 which requires bonding of volunteers involved in the collection of fees.

Responsibility: WO 340, 703, SD, DM, AM
Time Frame: FY 1992

(j) Action Item (80): Where feasible and cost effective, incorporate facility improvements such as trailer hook-ups, enlarged parking areas, shade structures, etc. into recreation site development plans in order to provide management with the option of utilizing volunteer campground hosts at the site.

Responsibility: WO 730, 340, SD, DM
Time Frame: FY 1993

(k) Action Item (81): Assess Special Recreation Management Area Program with regard to increased level of on-the-ground management presence (particularly during high-use periods). Develop and recruit volunteer positions which would supplement existing personnel. Solicit the assistance of local residents to form a volunteer network

which could provide information about resource protection problems on nearby Public Lands.

Responsibility: WO 340, 703, SD, DM, AM
Time Frame: FY 1995